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ABSTRACT

A hearing was held over 2 days on amendments to Title V of the Higher Education Act, which addresses college educator recruitment, retention, and development and with authorization of programs designed to enhance the skills of current teachers and administrators and to encourage students entering college to become teachers. Among the witnesses testifying were the following: C. Leonard Anderson, National Education Association; Gary Fenstermacher, Dean, College of Education, University of Arizona and President, American Association of Colleges for Teacher Education; Gary Hawks for the Michigan Department of Education; Cecil Miskel for the University of Michigan; Senator John D. Perry, New York State Senate; Antoine Garibaldi, Xavier University, New Orleans; Jack R. Anderson, Superintendent of Schools, Spring Valley, New York; Raphael Nystrand, University of Louisville, Kentucky; and James Garbarino, President, Erikson Institute for Early Childhood Education, Chicago; and Ted Sanders, Under Secretary, United States Department of Education. Also included are the prepared statements of the Association of Teacher Educators, the Council of Chief State School Officers, the Council of the Great City Schools, Representative William F. Goodling from the U.S. Congress, Jack Hidary of Columbia University, the National Board of Professional Teaching Standards, Representative Donald M. Payne from the U.S. Congress, and Albert Shanker of the American Federation of Teachers. (JB)

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HEARINGS ON THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT OF 1965: TITLE V

HEARINGS

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, JULY 11 AND 16, 1991

Serial No. 102–53

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HEARING ON THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT OF 1965

THURSDAY, JULY 11, 1991

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 12:17 p.m., Room 2175, Rayburn House Office Building, Hon. William D. Ford [Chairman] presiding.

Members present: Representatives Ford, Coleman, Goodling, and Gunderson.

Staff present: Thomas Wolanin, staff director; Diane Stark, legislative associate; Gloria Gray-Watson, administrative assistant; Kathy Gillespie, minority professional staff member; and Jo-Marie St. Martin, minority counsel.

Chairman Ford. I would like to convene the committee but first apologize to the witnesses who have been waiting and to the Republican members who have been waiting patiently while we were involved in an internal matter of leadership amongst the majority party in the House.

Since one of the principal participants, the newly-elected whip, was from the State of Michigan, I was expected to be there to guard the conscience of my friends who had committed to vote for him.

[Laughter.]

Chairman Ford. So that's where I was instead of attending to business here. It turned out very well indeed for Michigan.

Today we convene the 33rd in a series of 44 hearings, and today's hearing will be the first of two to discuss Title V of the Higher Education Act of 1965. Title V is concerned with educator recruitment, retention, and development. Under Title V there are a series of programs authorized that are designed to enhance the skills of current teachers and administrators and to encourage students entering college to become teachers.

The largest of the Title V programs is the Paul Douglas Teacher Scholarship Program, which provides financial assistance to students pursuing a course of study that will lead to a teaching career. In exchange for each year of assistance, the scholarship recipient must teach either for 2 years for every year of assistance received or for one year for every year of assistance received if the recipient teaches in a Chapter 1 school.

Through the Paul Douglas Program and the other Title V programs, such as the Mid-Career Teacher Training Program, Christa McAuliffe Fellowships, the LEAD Program, and the School, College and University Partnerships Program, the Federal Government is making a contribution to the quality of America's teaching force, but much more needs to be done in this area.

I look forward to hearing the suggestions from today's panel and also look forward to working with members of today's panel to examine the ways in which we might improve and enhance the return for our investment in these programs to be discussed today.

Mr. Payne has an opening statement to be inserted in the record.

[The prepared statement of Hon. Donald M. Payne follows:]

STATEMENT OF HON. DONALD M. PAYNE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. Chairman, let me commend you for calling this hearing on Title V of the Higher Education Act, which supports Teacher Training and Improvement.

The programs under Title V, conducted in partnership with institutions of higher education, reward and encourage excellence in teaching by providing an opportunity for teachers to continue their education and develop innovative programs. Also, grants are provided to institutions of higher learning who encourage and train individuals to enter the profession of teaching after moving from another occupation.

Additionally under this title, college scholarships are provided to outstanding high school students intending to enter elementary or secondary school teacher training.

We desperately need highly motivated and well trained teachers. We need to encourage the growth of these kinds of programs.

I would like to welcome all of the witnesses and I look forward to hearing their testimony.

Chairman FORD. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

Just very briefly, I'm very interested in Title V. We have a lot of problems that people relate to me in relationship to teacher training, teacher programs. Title V gives us an opportunity to really effectively develop programs that will help us in the training of teachers and help us get minorities, hopefully, into the teaching profession. I have introduced legislation hoping that some form of that might become part of Title V with the new reauthorization.

I am looking forward to the testimony but I also have to hear what is going on up in 2261 where some of our witnesses are at a hearing on America 2000. I think that should be an interesting debate and discussion on choice.

Thank you, Mr. Chairman.

[The prepared statement of Hon. William F. Goodling follows:]

OPENING STATEMENT
THE HONORABLE WILLIAM F. GOODLING
SUBCOMMITTEE ON POSTSECONDARY EDUCATION
JULY 11, 1991

Mr. Chairman. I will keep my remarks brief as we have several excellent witnesses before us today. I wanted to comment, however, on the importance of the teacher programs contained in Title V of the Higher Education Act. There has been much debate over the past several years about how best to reform this Nation's schools and there has been a growing recognition that classroom teachers must be at the forefront of any reform effort. Programs like those contained in Title V are essential to provide teachers with the ongoing professional development activities, training programs in methodology, and study of subject matter that will enable them to lead our schools into the next century.

My interest in the issues and problems facing teachers in today's classrooms has prompted me to introduce a bill, H.R. 2495, the Teacher Leadership Act of 1991, which is designed to respond to some of these concerns. The bill reflects my belief both that teachers truly are school and community leaders that need and deserve our support and that such support is most effective if it comes from partnerships of educators, business people, community groups and government. I have tried to include in the bill some targeted responses to issues arising in the areas of recruitment of new teachers, improvements in the practice of teaching and increasing the skills base of our teaching force.

I welcome your comments on my ideas and look forward to hearing those of all the witnesses on the teacher issues arising in the education reform movement generally and the Higher Ed reauthorization specifically. Thank you, Mr. Chairman.

Chairman **Ford**. Thank you.

Our witnesses today are Dr. Ted Sanders, Under Secretary, U.S. Department of Education; Mr. Gary Fenstermacher, president of the American Association of Colleges for Teacher Education; and Mr. Shanker, who has left us to engage in testimony upstairs on elementary and secondary education; Mr. Leonard Anderson, who is with us today, National Education Association, Washington, DC.

I am informed that Dr. Joseph Fernandez, Chancellor of New York City Public Schools, was scheduled to be here but is on a train that got as far as Philadelphia from New York and couldn't come any further, for whatever reason we'll probably see on television tonight. I trust that we didn't wreck another train up there.

Without objection, the prepared statements of all of the witnesses who were invited to testify today will be inserted in the record. Those statements submitted by people who testify today will be printed in full in the record immediately following their testimony.

Mr. Sanders.

STATEMENT OF THE HONORABLE TED SANDERS, UNDER SECRETARY, U.S. DEPARTMENT OF EDUCATION, WASHINGTON, DC

Mr. **Sanders**. Thank you, Mr. Chairman, members of the committee. It is a pleasure to be back with you and talk about this very, very important issue relating to teachers and your work in the reauthorization of Title V.

I will, with your permission, just summarize my statement to you today in the interest of time. This is a topic in which I am very much personally interested. I spent some 11 years actually in the classroom, arriving there through what was an emergency certification route at the time. I prepared myself, actually, for work in another field, taking an undergraduate degree in mathematics and ending up, in a strange set of coincidences, in a classroom teaching and finding out that I thoroughly enjoyed this profession, and went back and picked up the additional credentials to do it as a fully certified teacher.

No doubt, with all of our discussion of late about the national goals and what it is that we must do to meet them by the turn of the next century, our actual attainment of those goals, either between now and the year 2000 or beyond the year 2000, is going to depend very much upon the people who work day in and day out in our classrooms, their preparation, their continuing preparation, and their performance, because it is really, truly teachers who make schools and who help students to attain the academic standards that we set for them.

I would also bring to your attention that there are a number of other programs administered by the Department of Education that directly relate to the improvement of teaching that are not contained in Title V. We do considerable activity in this area in mathematics and science and bilingual education programs and our Indian education programs, as well as in the research and development activities in OERI.

I would like to very quickly just relate for you three initiatives that are contained in America 2000, which are very, very directly related to your discussion today. In America 2000, you will recall that the President has asked for the creation of governors' academies for teachers in each of the States. Those academies are intended to provide experienced teachers with the opportunities to enhance their knowledge in the core academic subject areas of English, mathematics, science, history, and geography.

Also, as a part of the governor's academy request, we are asking for separate funding that would be used to recognize and to reward outstanding teachers in these core subjects. And we are also asking for the creation of governors' academies in each of the States that would train school leaders, most important among them, principals, but also including other school leaders charged with instructional leadership, with school-based management, and with reform in districts.

We are also asking, as a part of America 2000, some $20 million that would support policy development and program implementation or evaluation in the separate States in the area of alternative certification for teachers and principals. Such policies would help interested States to broaden the pool of talent from which to recruit teachers and principals.

Also, Mr. Chairman, as a part of our higher education reauthorization proposal, we are asking you to create a new partnership for innovative teacher education. This new initiative would focus on the preparation and support of beginning teachers, primarily. It would provide discretionary grants to support partnerships, real partnerships, between institutions of higher education and elementary and secondary schools.

These partnerships would establish teaching schools to develop and to put into practice the best knowledge about teaching. The idea of the teaching school is analogous to the teaching hospital; good education for students, on-site training for teachers. These teaching schools would also serve as a site for research and development, not just by higher education faculty, but by the best of our practicing teachers in America. This experience would provide prospective and new teachers with the opportunity to integrate both theory and practice.

In order to ensure the success of this program, we are asking that the priority in awarding grants go to applicants that select sites on the basis of need; that is, where there is either a high rate of academic failure or teacher attrition, and that priority would also go to projects that involve collaboration with other segments within the community, either social and human service organizations, community groups, or business.

We also are asking, Mr. Chairman, members of the committee, that you take some other actions as you search for ideas in the reauthorization of Title V. We are suggesting that you fold the Mid-Career Teacher Training Program into this notion of the teaching schools so that we might better achieve our objectives.

We are also proposing that you not reauthorize the School, College and University Partnership Program or the Leadership and Educational Administrative Development Program, for the School, College and University Partnership would suggest that it be subsumed in a more comprehensive pre-college outreach program that we propose under Title I of HEA. It is very much like the TRIO programs and ought to be an integral part of that other initiative.

As for LEAD, we believe, Mr. Chairman, that the governors' academies for school leaders will provide a more comprehensive strategy to create the new leadership that is required.

We are also asking for some minor amendments to the Christa McAuliffe Fellowship and the Paul Douglas Scholarship programs. We would like to see priority given to the Christa McAuliffe fellows, to those teachers who are willing to take the fellowships on a full-time basis rather than to do the fellowship at the same time they remain as full-time teachers.

And we propose some changes in the service obligation of scholarship recipients in the Paul Douglas Program, in an attempt to entice younger students to seriously consider careers in teaching as well as to ease administrative burdens on the State.

That, Mr. Chairman, is a summary of our statement today, and I will be happy, when you get to that point, to answer any questions that you or your colleagues might have.

[The prepared statement of Hon. Ted Sanders follows:]

Statement
of

Ted Sanders
Under Secretary and Chief Financial Officer

U.S. Department of Education

on
Reauthorization of Title V
of
The Higher Education Act of 1965

Mr. Chairman and Members of the Committee, I am pleased to be here today to discuss with you the reauthorization of title V of the Higher Education Act of 1965 and the Administration's proposals for helping to improve the recruitment and training of teachers.

Attainment of the national education goals depends heavily on the preparation and performance of teachers. Teachers must be prepared to help all their students attain academic standards that equal or exceed those of any nation of the world. Teachers, together with principals and parents, must be prepared to make important decisions about how their schools must operate so that real school-by-school education improvement can happen.

Before I discuss our specific title V proposals, I need to put them in context. Our support for improving the development of teachers and principals is not limited to title V programs. The Department of Education provides financial assistance to improve teaching and school leadership through a variety of existing programs in mathematics and science education, bilingual education, special education, and Indian education, as well as through research and development activities. But even more important to our discussion today are the Administration's proposals for three new initiatives, all of which are contained in the "AMERICA 2000 Excellence in Education Act" transmitted to Congress on May 22.

These AMERICA 2000 initiatives focus on providing seed money for the training of teachers and school leaders and for the development of alternative teacher and principal certification programs in the States. In all three cases, we are proposing the authorization of one-time formula grants to States.

Governors' Academies for Teachers would be established in each State. Federal support would be provided for 5 years, with a requirement for an increasing non-Federal match. These academies would provide current teachers with opportunities for renewal and enhancement of their knowledge and teaching skills in the core academic subjects of English, mathematics, science, history, and geography. Some of the funds would be used by the academies to reward and recognize outstanding teachers of the core subjects.

Governors' Academies for School Leaders would be established in each State to provide current and prospective principals and other school leaders with training in instructional leadership, school-based management, school reform strategies, and other skills necessary for effective educational administration. As with Teacher Academies, Federal support would be provided for 5 years, with a requirement for an increasing non-Federal match.

Funds for the Alternative Certification of Teachers and Principals would be available for one year only to assist States interested in broadening the pool of talent from which to recruit teachers and principals. Funds would assist States to develop and implement, or to expand and improve, flexible certification. Through these alternative routes to certification, talented professionals and others who have demonstrated subject matter competence or leadership ability in fields outside of education could become teachers or principals.

These AMERICA 2000 proposals recognize that many teachers need to enhance their knowledge of the subjects they teach; that teachers must have opportunities throughout their careers to renew their skills and their knowledge of their subjects; that principals need to be prepared for school-based management and real school reform; and that the barriers to both teaching and school leadership must be overcome.

The Administration's proposal for a new initiative under title V focuses on the preparation and support of beginning teachers, too many of whom come into schools lacking the knowledge, guidance, and support they need to develop the skills to be truly effective teachers. The Partnerships for Innovative Teacher Education program would provide financial assistance, through discretionary grants, to partnerships between institutions of higher education and elementary and secondary schools for the establishment of "teaching schools" to develop and put into practice the best knowledge about teaching.

A teaching school would be analogous to a teaching hospital. It would be an elementary or secondary school whose mission, in addition to providing the best possible education for its students, would be to serve as the site for higher education faculty and master teachers to work together in the training of prospective and beginning teachers. The faculty involved would have to include liberal arts and sciences faculty members in addition to education faculty. A teaching school would also be a site for research and development to improve teaching and learning, research conducted not just by higher education faculty, but by expert practicing teachers.

Teaching schools would create opportunities for prospective and beginning teachers to integrate theory and practice, to figure out, with the help of excellent master teachers, how to apply what they have learned in college classrooms to the real-life teaching situations they face. Teaching schools would also create research opportunities that would overcome the criticism leveled against much of education research--that it is too divorced from practice to be useful.

In order to ensure that teaching schools prepare teachers for the most challenging assignments and develop knowledge to improve teaching and learning in those settings, priority in the award of grants would go to applicants that propose sites in which a high proportion of the student body is at risk of educational failure, or there is a high rate of teacher attrition. Priority would also go to projects that involve collaboration with social or human service agencies, other community organizations, and the business community.

Teaching schools would have to serve persons seeking to enter teaching through alternative certification, not just those from teacher education programs. They could be an excellent vehicle for helping talented professionals from other fields, or new liberal arts graduates, become teachers. For this reason, we are not recommending reauthorization of the Midcareer Teacher Training program currently contained in title V.

We are proposing that Federal support of any individual teaching school be limited to five years, with non-federal matching to increase over that period, and with a plan to be developed for continuing the teaching school after the Federal grant expires. To ensure that lessons will be learned from this program and will be shared with others, we propose a set-aside of up to 5 percent of appropriations for evaluation and dissemination. Our intent is to identify the relative advantages and disadvantages of different strategies employed by teaching schools and to document their effects on teacher performance and student learning.

Having outlined our new initiative under title V, let me summarize briefly the rest of our title V proposals. As I mentioned earlier, we do not propose to reauthorize the Midcareer Teacher Training program; it would be replaced by the new Partnerships program. Nor do we propose to reauthorize the School, College, and University Partnerships (SCUP) program or the Leadership in Educational Administration Development (LEAD) program. The primary functions of the SCUP program would be subsumed by the more comprehensive, new Precollege Outreach program we propose under title I of the HEA. As for LEAD, we believe the President's proposed Governors' Academies for School Leaders provide a more comprehensive, integrated strategy for creating the kind of leadership needed for real school reform.

Finally, we propose reauthorization of the two remaining title V programs with some amendments. We propose to create a priority under the Christa McAuliffe Fellowships program for teachers who will undertake fellowship activities on a full-time basis. In the current program, the majority of fellows have carried out their projects while remaining as full-time teachers in their schools. A policy that discourages projects conducted on a "moonlighting" basis would lead to the use of program funds for more meaningful education improvement activities and would be consistent with the original intent of the program authorization. For the Paul Douglas Scholarships program, we propose changes in the service obligations of scholarship recipients to entice younger students to consider careers in teaching and to ease serious administrative burdens on the States.

Mr. Chairman, this concludes my statement. I would be happy to answer any questions you or your colleagues may have.

Chairman Ford. Mr. Fenstermacher.

STATEMENT OF GARY FENSTERMACHER, DEAN OF THE COLLEGE OF EDUCATION AT THE UNIVERSITY OF ARIZONA AND PRESIDENT OF THE AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION

Mr. Fenstermacher. Mr. Chairman, I am Gary Fenstermacher, dean of the College of Education at the University of Arizona and president of the American Association of Colleges for Teacher Education. AACTE is a national voluntary association of more than 700 universities that prepare elementary and secondary school teachers.

I am sure that we can agree that this Nation is at a critical juncture with a rare opportunity at hand. During this decade, many teachers will retire or change careers, and schools will hire 2 million new teachers to fill the vacancies created. The selection, preparation, and induction of these new teachers will be critical to the success of school reform. Likewise, many professors in the liberal arts and in education will retire during the coming decade.

Both experience and research have taught us that the reform of schools and the reform of teacher education must proceed simultaneously. There cannot be good schools without good teachers. Paradoxically, we need good schools to obtain good teachers. At present, neither the schools nor the teacher education programs we have are as good as we can make them.

We believe that the proposals I share with you today for Title V represent a reasonable commitment by the Federal Government to help us better prepare teachers and to create better learning environments for children.

AACTE's recommendation for Title V is guided by one question: What can the Federal Government do to improve our system of recruiting and preparing teachers and school administrators and the continuing education of teachers and school administrators?

Our answer is in three parts: recruit more minority candidates into teaching, promote the simultaneous renewal of elementary and secondary schools and teacher education programs, and support substantial professional development for educators. I will very briefly describe our recommendations, which are endorsed by our colleagues in 20 educational associations.

First, minority recruitment: We are concerned that very few minority students are preparing for careers in teaching. Minority students make up 30 percent of the enrollment in our elementary and secondary schools, but only 12 percent of the current group of teachers are minorities, and only 8 percent of prospective teachers are minorities.

To resolve this problem, we propose increasing the authorization for the Paul Douglas Scholarship Program, modifying the Paul Douglas Program to respond to States' and localities' minority teacher needs, giving priority consideration to minority students when Douglas Scholarships are awarded, and reauthorizing the Mid-Career Teacher Training Program currently in Title V and giving priority consideration to projects that target mid-career minorities.

Second, program renewal: We are concerned that efforts to reform elementary and secondary schools and to revise collegiate-based teacher education programs are moving forward independently of one another. We recommend Federal support for partnership schools for professional practice and research. These partnerships would stimulate coordinated program restructuring in higher education and in elementary and secondary schools.

The term "partnership school" reflects the fundamental notion of our proposal, carefully articulated joint ventures among educators at all levels. The proposed partnerships could serve as sites for the systematic induction of students into teaching, provide opportunities to school personnel to serve as clinical faculty, provide sites for basic research on teaching and learning, and serve as sites for the integration of new research and understanding about teaching and learning.

Finally, professional development: We are concerned that the professional development of educators is both fragmented and underfunded. We recommend reauthorizing the Christa McAuliffe Fellowships, reauthorizing the Leadership in Educational Administration Development Program, and creating up to 10 national professional development academies.

The academies we propose will provide professional growth opportunities for K-12 school teachers and administrators and for college and university faculty engaged in the preparation of educators. Each academy would focus on an area that parallels a research mission for one of the federally supported research centers. This conceptual link with ongoing educational research facilitates the integration of research findings into practice and capitalizes on existing Federal investments.

At present, approximately three and three-quarter million teachers and administrators are working in the Nation's schools, and 400,000 persons are enrolled in collegiate programs leading to careers as educators. Redesigning and revitalizing the education of more than 4 million professionals is a major undertaking.

It is our belief that we have an extraordinary opportunity to spur major changes in how this education takes place and what effect it has on our children, but doing so, we believe, will require a tenfold increase in the present funding for Title V. Although we know it to be a considerable investment, it is an essential one if we are truly serious about educational reform.

I thank you for the opportunity to testify before you.

[The prepared statement of Gary Fenstermacher follows:]

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American
Association
of Colleges
for
Teacher
Education

TESTIMONY

to the

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

COMMITEE ON EDUCATION AND LABOR

UNITED STATES HOUSE OF REPRESENTATIVES

July 11, 1991

by

Gary D Fenstermacher
Dean, College of Education, University of Arizona

and

President
American Association of Colleges for Teacher Education

Mr. Chairman and members of the Subcommittee, I am Gary Fenstermacher, dean of the College of Education at the University of Arizona and president of the American Association of Colleges for Teacher Education. AACTE is a national, voluntary association of colleges and universities with programs to prepare elementary and secondary school educators.

Ideally, America's elementary and secondary schools should ensure that all of the nation's young people will learn to think clearly and critically, live honorably and productively, and function effectively in a social and political democracy. If schools are to achieve their promise as mainstays of a democracy, they must be staffed by teachers who are well educated, who clearly understand their profession's moral and ethical obligations in a democratic society, who have a solid grounding in the art and science of teaching, and who take seriously their responsibilities as stewards of the schools. If schools are to have such teachers, teacher education must undergo serious renewal in tandem with the reform of public schools.

Both experience and research have taught us that the reform of schools and the reform of teacher education must proceed simultaneously. There cannot be good schools without good teachers. Paradoxically, however, we need good schools to obtain good teachers. At present, neither the schools nor the teacher education programs are as good as we can make them.

The nation is at a critical juncture, with a rare opportunity at hand. During this decade, many teachers will retire or switch careers. Schools will hire two million new teachers to fill the vacancies created. How these teachers are selected, prepared, and inducted into teaching will be critical to the success of school reform. Likewise, many professors in both liberal arts and education will retire.

We believe the proposals I share with you today for Title V of the Higher Education Act represent a reasonable commitment by the federal government to helping us prepare better teachers and create better learning environments for our children.

AACTE's recommendations for Title V of the Higher Education Act are guided by one question: What can the federal government do to improve our system of recruiting and preparing teachers and school administrators? For over a year our Association posed this question to our colleagues in the higher education and elementary/secondary communities. They identified three problem areas:

- the need to recruit more minority candidates into teaching;
- the need for simultaneous renewal of elementary/secondary schools and collegiate based teacher preparation programs; and
- the need for meaningful professional development for all educators.

Our recommendations for Title V of the Higher Education Act are made in response to these problems. They expand current successful programs and, where gaps exist, suggest new initiatives.

Colleagues in education associations representing colleges and universities, administrators, and the public reviewed our ideas. Twenty such organizations have formally endorsed our recommendations.

MINORITY RECRUITMENT

We are concerned that few minority students are preparing to become teachers. Although minority students make up 30 percent of the enrollment in elementary and secondary schools, only 12 percent of current teachers are members of a minority group, and only 8 percent of prospective new teachers are minorities.

Our experience at the University of Arizona shows that we can increase dramatically the number of minority students selecting teaching as a career by making specific provisions to recruit and retain these students. These provisions are not prohibitively expensive. They include a clear, concerted effort to hire faculty and staff who are members of minority groups; admission standards that make a candidate's minority status in language, race, or cultural background advantageous for admission; and the provision of advising and support services that work for students who find themselves in academic, social, or financial difficulties. With these provisions in place, the University of Arizona more than doubled its minority enrollment in teacher education. The cost for this entire initiative is just $65,000 more than we would otherwise spend.

We propose increasing the authorization for the successful Paul Douglas Scholarship Program and modifying it to respond to states' and localities' needs for minority teachers. Our proposal asks states to supplement federal criteria for Douglas Scholarships to attract people from groups underrepresented in teaching in that state or its region. We further recommend priority consideration be given to these people for scholarship awards. Again, to cite Arizona, we have a great need to recruit and train students who can teach in bilingual classrooms and in the Native American classrooms on the several reservations in our state. In the past, our state has focused the Douglas scholarships on students with high academic averages, strong test scores, and extensive community service. These criteria attract excellent students, but typically not minority students. By encouraging the allocation of Douglas scholarships to candidates who are underrepresented in teaching, you enable institutions like ours to meet critical teaching needs in our state.

We also recommend reauthorizing the Mid-Career Teacher Training Program currently in Title V. This program awards grants to institutions of higher education to establish programs to prepare nontraditional students for careers as teachers. This is an excellent program designed to stimulate institutional change and to create teacher preparation opportunities for mid-career individuals. We recommend that its funding be increased and that priority consideration be given projects designed to attract and prepare mid-career minorities for teaching positions.

PROGRAM RENEWAL

We are concerned that efforts to reform elementary and secondary schools and to revise collegiate based teacher education programs are moving forward independent of one another. Higher education faculty and administrators and their colleagues in elementary and secondary schools must work together toward comprehensive educational change.

We recommend federal support for partnership schools for professional practice and research. These partnerships would stimulate institutions of higher education and elementary and secondary schools to promote coordinated program restructuring. The term "partnership school" reflects the most fundamental notion of this proposal—that the authorized activities are to be joint ventures of K-12 and college and university educators. The proposed partnership schools might serve the following purposes: be sites for the systematic and professional induction of students into teaching; provide an opportunity to use school personnel as clinical faculty; provide a site for basic research on teaching and learning; serve as a site for integration of new research about teaching and learning; and disseminate information on good practice to other school sites through interactive video and other technology.

Funds would be awarded to partnership schools on a competitive basis from state allocations, and these schools would have the option of organizing themselves according to focus areas. For example, a partnership school could focus on teaching elementary, middle, or high school students; on providing vocational, bilingual, or special education programs; or on the needs of urban or rural communities. States receiving a federal allotment would be required to allow partnership schools certain regulatory flexibility needed to stimulate program innovation. The federal government would provide up to 50 percent of the cost of establishing and operating each partnership school. Additional funds would be available to schools and higher education institutions in partnerships for capacity building, curricular revisions, or professional development.

The Ford Foundation supports several partnership schools and has carefully documented their formation and progress. This documentation includes interviews with students, teachers and administrators involved in these collaboratives. Excerpts from interviews with partnership participants and a description of the collaborative projects are included as an appendix to my testimony. These excerpts give us rich detail about how these partnerships have worked and illustrate the importance of mutual commitments by school districts and institutions of higher education for the success of these endeavors. I encourage you to read them.

PROFESSIONAL DEVELOPMENT

We are concerned that the professional development of educators is fragmented and underfunded. Although all school personnel, including teacher educators, seek professional development opportunities, most programs focus solely on the classroom teacher.

In addition to reauthorizing the Christa McAuliffe and Leadership in Educational Administration Development programs, we propose creation of up to ten National Professional Development Academies. These academies will provide professional growth opportunities for K-12 school teachers and administrators and for faculty in institutions of higher learning engaged in the preparation of education personnel. Each academy would focus on an area that parallels a research mission for one of the federally supported educational research centers. . . such as Teacher Evaluation, Writing and Literacy, Student Learning, Vocational Education, or Education in the Inner Cities. This conceptual link with the federally supported educational research centers will facilitate the integration of research findings into practice and will capitalize on existing federal investments.

Although all teachers, administrators, and collegiate faculty would be encouraged to participate in programs offered by the academies, we know from research on organizational change that teams of people are more successful in achieving change than individuals are. For this reason, schools and institutions of higher education, particularly those that have formed partnership arrangements, will be urged to identify teams of persons to attend academy activities.

At present, approximately 3.75 million teachers and administrators are working in the nation's schools, and nearly 400,000 persons are enrolled in collegiate programs leading to careers as education professionals. Redesigning and revitalizing the education of more than four million professionals is a major undertaking. You have an extraordinary opportunity to spur major changes in how this education takes place and what effect it has on our children. But doing so will require a ten-fold increase in present funding for Title V. Although we know it to be a considerable investment, it is an essential one if our nation is serious about educational reform.

Appendix A

The following are selected comments from interns, teachers, evaluators, faculty and education deans involved in Ford Foundation-supported partnership schools. These comments are excerpted from a forthcoming AACTE monograph

- The key insight that emerged from our clinical school project and that dominates our design is this--student teaching and the first year of teaching should be linked to provide the beginner with a coherent, structured introduction to the profession. The notion that student teaching by itself provides sufficient preparation for teaching in the current social environment has cost us too much. Among new teachers it has created two types of drop-outs: the physical drop-out and the spiritual one. Both result in a tremendous cost to society.

  Another key learning is that partnerships cannot exist without continuous, complete and open communication among all the stakeholders involved in the partnership. This communication takes various forms and must be both formal and informal and addressed to the mission. When communication breaks down there is no partnership, only competing factions.

  In designing a program, always leave room for inspiration. Some of the most gratifying developments in our partnership were not part of the design, but grew from experience and excitement of individual participants. in January, for example, we will be inaugurating a series of interdisciplinary units at one of our schools in which teams of student teachers will be experiencing an intense, month-long, across-the-disciplines introduction to teaching. This unique program grew out of the conception of one faculty member at Teachers College who asked herself the question that underlies the entire project, "What do aspiring teachers need that they are not getting?". (Quinn, Project Director, New York, N.Y.)

- At its inception the critical issue for the schools and the union was that the partnership with Teachers College be one of equals, in no way to be seen as a "school improvement project" in which the college was to be perceived as working on, as opposed to working with the participating schools. For its part the college was equally concerned that the schools not be viewed as rescuing their teacher education programs.

  One of the most compelling lessons within the project has been the complexity of the school/university relationships. I'm speaking now not of the personal interactions, crucial as they are, but of the institutional interstices between the culture of the schools and that of the university. Not single formula, certainly not that which characterizes one as "practice" and the other as "theory" can do justice to this complexity. It's not that there is such a vast difference between the two institutions as there would be, say, between a school and a store, or a university and a government office. It is precisely the similarity of the two which fosters the illusion that meshing the gears should be a relatively simple operation.

  The task of promoting trust among the schools and more involvement on the part of the college was facilitated by our twenty person planning committee. There developed during the course of two years a mutual respect for the energy, intelligence and integrity of the participating teachers and the teacher education faculty. Very soon the committee became "we" and the larger institutions became "them". There is more to running schools, managing the activities of the United Federation of Teachers and organizing the operation of Teachers College than just the preparation of teachers. What our project has striven to establish with these institutions is the need to accord teacher education a higher priority than it now occupies--it must be seen as a collaborative enterprise. (Quinn, Project Director, New York, N.Y.)

- When you talk partnership between university and schools, it is like a marriage. We both put up a budget because we both benefit. I am encouraged by school administrators recognizing that because of the quality of experiences the paid interns are having, they make excellent substitute teachers for their cooperating teachers. By saving funds provide support for university follow-up visits to the first-year teachers.

Our secondary teacher education program is a graduate-level program, while our elementary teacher education program is at the undergraduate level.

Now that we have documented the success of the clinical school project at the secondary level we have restructured our own college to bring together these programs. We know we need to be able to immerse our students into full time attention to the clinical experience on a long term basis. (Moore, Dean, College of Education, Gorham, Maine)

- Since I was involved in the original design, development and implementation of the clinical schools project, I am especially pleased to see its growth. I continue to be very active in this project. The greatest impact on my role as Dean of the College of Education has been in the areas of relationships and resources. The clinical school model absolutely forces the dean to be in dialogue with peers in the public school: the superintendents. In the past these connections may have been perfunctory, but now we are in the teacher education business together.

We have shown through the clinical schools project and the Southern Maine Partnership that we are already actively involved with the public schools in decision-making and policy development for school renewal and restructuring and that we have connected teacher education to that renewal in schools. We clearly demonstrated through the clinical schools project that we value the school partnerships and that we can successfully work in partnership. We already have the trust of the schools; we can dialogue and share responsibility. In addition, our source for funding of the new middle school program was impressed that we already had a model secondary program--the sight of our clinical school project.

At the University of Southern Maine we have been engaged in hours and hours of talking about teacher education. This recording of our voices has been a wonderful opportunity to truly hear ourselves. I can clearly hear a special theme with variations: a vision of excellence, a commitment to partnerships, and opportunities for personal and professional growth by each stakeholder in the process of restructuring teacher education. Through the clinical school project, we are bringing educators together. The voices that resonate for change exist at every level. And, there is harmony between that university and the schools in renewing schools and teacher education. (Moore, Dean, College of Education, University of Southern Main)

- In reference to university involvement, as a cooperating teacher, I have seen an increase in the time spent here by the university supervisor--helping define the work of the student teacher, looking specifically at lesson plans and sharing in the observations and critiques. This enhances the feedback and opportunity for growth for the student. Having the student teacher in the classroom with me is also a form of enhancement in that there is someone to share classroom experiences with, to share in assessing lessons and situations and to give feedback to one another. This interaction encourages reflective teaching on my part and on the student teacher's part. (Rudolph, Noe, Peercy, Clinical Teachers, Lassiter Middle School, Kentucky)

- The collaborative fosters communicative interaction among interns, experienced teachers, clinical instructors, the site liaisons and university supervisors. Unlike other teacher education certification programs where a student works only with a mentor teacher for nine weeks, an intern benefits from a pool of knowledge and experience as they are encouraged to dialogue at a greater capacity with numerous individuals during the full school year. The breadth of exposure in this learning experience is much more productive than the alternate narrow model of being assigned to one supervising teacher who has not been exposed to the collaborative experience. (Freehling, Intern, Pittsburgh)

- There is at least one committee meeting a week related to the professional development center. These meetings involved teacher leaders, clinical teachers, coordinators, administrators and university representatives and are held in the school or at the university, sometimes during the day and sometimes after school. All aspects of the collaborative are involved in professional development planning and delivery; all meetings involve professional growth, interactive communication, sharing of knowledge, values and processes. The result is the development of an innovative program and professional stimulation. (Gosney, Site Coordinator, Seattle)

- The periodic meetings at the university help in other ways. Meeting with the teaching teams and other site supervisors helps to increase cross-site collegiality and sharing of valuable information and insights. Problems and situations which the student teachers bring to our meetings can be shared within these groups. More often then not we find common problems and develop common solutions. Being a site supervisor helps me grow every day. it has revitalized and energized my approach to teaching. it always leaves me with unanswered questions which stretch my mind. (Gosney, Site Coordinator, Seattle)

- We felt that it was important that the curriculum of the teacher education program be a model, not just a model of good teacher education, but a model of the newest approaches in curriculum restructuring. As an illustration of the results of that curriculum, teachers in our clinical schools are conducting action research on interdisciplinary curriculum, are teaching the subject area teachers to work with a cohort of students and are using writing across the curriculum. Our own university classes show similar improvements. Each instructor in our program is delighted by our cohort of interns who share the similarities from their disciplines and prepare interdisciplinary teaching units that stress experiential learning. Problem solving, reflective thinking and cooperative learning are course vehicles which show that knowledge is process as well as content. The interns use the "foxfire" approach to write stories for adolescents. They select themes for microteaching to maintain continuity. They write learning contracts and meet in conference with individual student about progress on the contracts as they learn to work with the exceptional student in the regular classroom. (Broyles, University Supervisor, Gorham, Maine)

- The Arts and Sciences theme of our project has also caused me to take more seriously the dialogue that has to happen between deans of various colleges within the university. The Dean of Arts and Sciences and I have talked about how they need to play a larger role and how we can facilitate that even in small ways. AS a result, we have agreed that as we begin to write a grant proposal, we will share among ourselves to see if there is a chance for collaboration. With the clinical schools project as a basis we have gained self-confidence in working with university units such as the law school. We have collaborated with the law school in writing a grant proposal for the training of teachers. This comes as an outgrowth of understanding from the clinical schools project that there are more players in the training of teachers than just the college of education. (Moore, Dean, College of Education, Gorham, Maine)

- As a university instructor and supervisor, my own development has been greatly influenced by the clinical teacher education model. I have seen an expansion of my own professional knowledge about recent developments in teacher training and in schooling, especially learning about rural education. I think this comes about because of three components: the nature of the students, the linkage with the clinical schools and the organization of the program. The program structure and organization have been very intricately thought out and planned with a central director in charge, not dispersed as in my other university supervisory positions. I meet during the fall semester with the advisory committee and the cooperating teachers of my assigned schools in preparation for the spring internships. During the internship I participate in teachers seminars in which all teachers join to talk about common problems. There are also wrap-up sessions with cooperating teachers and other personnel in the schools. This model gets everyone into learning. (Kulawiec, University Supervisor, Gorham, Maine)

- I come to this project with the typical liberal arts person's distrust of education courses. This is a product of the process of years of listening to education students and teachers dismissing education courses as a waste of time. At the same time I never subscribed to the notion that all you needed to teach was a good liberal arts education. I know from the casualty rate of new teachers that there is much to be learned about teaching and that proper preparation of teachers was as important as it is rare. (Quinn, Project Director, New York, N.Y.)

- At the university I am exposed to the most revolutionary, theoretical applications and methodologies for teaching a proficiency-oriented, content-based curriculum. At the school with my clinical instructor I am encouraged to experiment with these ideas in the classroom, adapting or modifying them to meet the needs of the curriculum and of the individual students. A major concern of the collaborative project addresses education in a multicultural, urban setting. In workshops interns are exposed to and provided with vital information regarding individual differences among students. Specialists within the school district share their expertise in dealing with different learning styles and different learning environments. Workshop topics also include discussions on students at risk, exceptional students, ethnic issues and concerns, and effective teaching in an urban setting. (Freehling, Intern, Pittsburgh)

- Both the interns and the clinical instructors receive training in a research-based teaching model that provides for a common language as well as a theoretical base for discussing the effectiveness of instruction. On the basis of this common beginning,t he learning process becomes a feedback model. Our model "Technical Feedback" virtually forces reflectiveness upon novices by guiding them to examine, in a given piece of teaching, what went right and what went wrong. Relying upon the date collected from anecdotal notes taken for a period of ten to fifteen minutes, the clinical instructor assists the intern in a n analysis of one or two teaching decisions that were effective as well as one or two that were less effective. Given the time and attention constraints that clinical instructors and interns work under, this particular model seems to quite effectively engage the novice teacher in a dialogue that promotes self-awareness as a decision maker in the classroom. (Granigan, Site Coordinator, Pittsburgh)

- While reflective teaching and "teacher as researcher" have been project goals, they have been implemented in a variety of ways. Some teachers have used "teacher as researcher" projects to improve their teaching by carefully observing their students' learning, gaining more control over decisions affecting their classrooms and the school, and connecting educational readings to their practice. Teachers in one elementary school have begun observing each other's teaching and as a result, have combined some regular and special education classes. some teachers have taken a leadership role and are assisting other teachers in initiating research projects in their classrooms and other teachers have promoted the reorganization of the school to give teachers time and space to accomplish defined improvement objectives. Within the Rochester City School district teachers are now consulting with teachers in other schools about becoming teacher as researchers. (Hursh, Project Evaluator, Rochester)

- The clinical schools project has certainly made for more exciting teaching in the classroom when we get student teachers from the University of Louisville because for the past couple of years a lot of very meaningful dialogue has taken place between professors in the education department and the faculty here at the high school. I think one of the big things to come out of this is the closeness that we feel because of the networking that has taken place. We've been having a number of meetings here in the school about the student teaching process and the University is is the process of modifying their teacher preparation programs. (Powell and Streibel, Cooperating Teachers, Fairdale High School, Kentucky)

- I think that being a clinical training site raises the level of professionalism for teachers who are already experts at their work because this gives them opportunity to share their knowledge with the future teachers. it also raises the expectations of the teachers for themselves and for the principal. When someone is coming to you for training, you get better at whatever you do as you train because you are selling yourself and them on the merits of specific strategies that help children to be successful in school. That's the biggest plus for me in this project. (Kyser, Evans, Brown, Gritton and Bush; Clinical Teachers and Principal; Wheeler Elementary School; Louisville, Kentucky)

- It is difficult to expand reflective teaching to include an analysis of the historical and social context of teaching. it is difficult for educators to connect debates and assumptions about schooling to their own practices. The histories of testing, tracking, grading and curriculum content of the schools can be useful to understanding the origins and perpetuation of existing practices. Such an understanding can help educators reflect on and question their own assumptions about schooling and the needs of today's diverse society. (Hursh, Project Evaluator, Rochester)

- Those of us who were planning to work in Pittsburgh were being specifically prepared for teaching in the urban environment. We were asked to identify what equal opportunity in the classroom means as a teacher responsibility and set of behaviors. What is the teacher's role in selecting instructional materials that are suitable for teaching in a multiethnic environment? We debated various techniques and strategies that would effectively address the multiple needs of a wide variety of students. We had to envision what the real urban classroom was like until we observed in some summer school classrooms in the city. Even with this deliberate effort on specific preparation for urban teaching in a multicultural environment, we were not fully prepared for the first real teaching experience in that setting. (Flynn, Intern, Pittsburgh)

CLINICAL SCHOOLS PROJECT

APPENDIX B

Project Information Sheets compiled by the Project Directors

1991 AACTE Annual Meeting
Panel Presentation
February 28, 1991

PROJECT DATA SHEETS

SITE:	Dade County
GRANTEE:	Ford Foundation
PARTICIPATING AGENCIES:	Dade County Public Schools University of Miami Florida International University United Teachers of Dade

PARTICIPATING SCHOOLS:

1. Cutler Ridge Elementary School
   Students, 736 - Teachers, 58

   Cutler Ridge Elementary School is situated in Cutler Ridge, a suburb 20 miles south of Miami's inner city. The student population is drawn primarily from two areas: the Cutler Ridge neighborhood and two low-income housing projects. Of the 736 students in grades k-5, 49% are white, 31% are Black, 19% are Hispanic and 1% is Asian/American Indian. Approximately 42% receive free/reduced priced lunch. There are 15 gifted students, 91 handicapped and 97 children receive compensatory education. The median score on the standardized achievement tests tended to somewhat exceed the 50th percentile.

2. Olinda Elementary School
   Students, 751 - Teachers, 52

   Olinda Elementary School is an inner city school. The student population is drawn from both single family homes and low-income housing projects. Of the 751 students in grades PK-6, 2% are white, 95% are Black and 3% are Hispanic. Approximately 82% received free/reduced priced lunch. There are 89 gifted students, 51 handicapped and approximately 441 receive compensatory education. The standardized test scores ranged primarily between the upper end of the 1st quartile and the lower end of the 2nd quartile.

3. Sunset Elementary School
   Students, 713 - Teachers, 75

TOTAL NUMBER OF STUDENT TEACHERS\INTERNS SERVED PER YEAR:

School	'89-'90	'90-'91
Cutler Ridge Elem.	10	15
Olinda Elementary	*	5
Sunset Elementary	14	11
Centennial Middle	7	1
Southridge Senior High	5	0

APPROXIMATE NUMBER OF COOPERATING TEACHERS:

School	Number of tchrs.
Cutler Ridge Elementary	18
Olinda Elementary	10
Sunset Elementary	11
Centennial Middle	8
Southridge Senior High	11

PROJECT DESCRIPTION:

In the spirit of the reform movement currently underway with respect to teacher training, the Dade County Public School System has established clinical training centers in collaboration with two local universities and the United Teachers of Dade. The purpose the clinical training school is to provide training centers for pre-service teachers. The project is designed to implement a variation of Cogan's Clinical Supervision Model in implementing the practice teaching phase of the pre-service teacher training program. Five schools, three elementary, one middle, and one senior high, representing the mulicultural diversity of our community, have been identified as clinical training centers. These schools are considered centers of excellence and have outstanding faculties, administrative staffs and student populations. Roughly 30 to 40 interns per year, both elementary and secondary level, are selected from each of the two participating universities (Florida International University and University of Miami) and are matched with outstanding directing teachers for a period of one year.

The most salient characteristics of the clinical supervision model to be implemented in this project are as follows:

1. The major responsibility for the practice teaching phase of the pre-service training of teachers is to be shifted from the universities to classroom teachers.

2. The role of the directing teacher is to be enhanced. More stringent criteria is to be applied in the identification and selection process. Upgraded and more extensive training is to be provided and more adequate time provisions are to be made for carrying out supervisory responsibilities. Presently, completing of a prescribed 15-day training period is required prior to the assignment of a year-long intern.

3. The internship period is to be extended from the customary nine to eighteen weeks to a full year.

Sunset Elementary School is located in the suburbs in southern Dade County. It grade configuration is K and 3-6. Its student population is predominately white and Hispanic, with only 22% Black students. Of the 713 students, 52 are in the gifted program, 58 are handicapped and 36 receive compensatory education. Approximately 18% receive free/reduced lunch. The median score on standardised achievement tests tended to cluster around the 80 to 90 percentile.

4. Centennial Middle School
Students, 1,257 - Teachers, 90

Centennial Middle school is located in south Dade County and is one of the feeder schools for Southridge Senior High School. Of the 1,257 students in at Centennial, 51% are white, 31% are Black, 17% are hispanic and 2% are Asian/American Indian. Twenty-seven percent receive free/reduced price lunch and 61 students receive compensatory education. Centennial has a large exception student program, with 161 handicapped and 30 gifted children. The median score on standardised tests in reading and math clustered around the 75th percentile.

5. Southridge Senior High School
Students, 3,028 - Teachers, 221

Miami South Ridge Senior High School is located in southern Dade County. It is built on 63 acres of land and serves five different communities: Perrine, South Miami Heights, Cutler Ridge, Whispering Pines and Goulds. Of the 3,028 students, 28% are white, 41% are Black, 29% are Hispanic and 2% are Asian/American Indian. Slightly more than 14% receive free/reduced price lunch. There are 290 students enrolled in the exceptional student program. The mean score on standardized tests in math computation, reading and language arts clustered around the 50th percentile.

LENGTH OF CLINICAL EXPERIENCE FOR STUDENT TEACHERS\INTERNS: One year for all student teachers/interns.

4. Activities are to be provided that are explicitly designed to develop rapport between the intern and the directing teacher. The literature cites this rapport as the single most critical aspect of the clinical supervision model.

5. The purpose of classroom observation is to collect data regarding the interns' effectiveness on critical dimensions of the teaching process and identify professional growth experiences that should be provided. Major techniques used to collect data are the techniques of selective verbatim, audio tapes and video tapes.

6. The classroom observation of teaching is to be regularly preceded and followed by formal conferences each day.

7. There is to be a gradual increase in the amount of teaching responsibility assigned to the intern, commencing with total responsibility or two classes, after a nine-week orientation and "teacher assistance" phase.

8. The daily schedule allocated time for interns to observe exemplary teaching behaviors. Also, interns will participate in bi-weekly inservice activities.

9. Regular staffing formulas are enriched slightly for participating schools in order to secure adequate time for directing teachers to conduct the required conferences.

10. A formal annual evaluation of the project is conducted each year.

PUBLICATIONS: "Bless'd Be the Ties That Bind: Creating a Productive Work Culture in Training Programs",
Lora A. Nielsen and Ava G. Belitzky

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PROJECT DATA SHEET

Site: Jefferson County, Louisville, Kentucky

Grantee: Center for Leadership in School Reform

Participating Agencies: Jefferson County Public Schools
University of Louisville
Jefferson County Teachers Association

Participating Schools:

Wheeler Elementary
•15 Phase Students; 7 Student Teachers; 3 Experimental Student Teachers

Wheeler has an enrollment of 481 students in six multi-age teams. The school has developed a formal, written mission statement for the trainees assigned to their teams.

Price Elementary
•12 Phase Students; 3 Student Teachers; 2 Experimental Student Teachers; 1 Intern

Price has 600 K-5 students divided among three multi-age teams, regular and advanced program, and single-teacher classes. The staff and school induction coordinator have offered a half-day orientation for trainees and a staff retreat on induction.

Chenoweth Elementary
•5 Phase Students; 2 Student Teachers; 2 Experimental Student Teachers; 1 Intern

A K-5 school of 500 students, Chenoweth has one multi-age team and five single-grade teaching teams. The focus of the induction process was to involve trainees in curriculum issues, specifically reading and writing instruction.

Lassiter Middle
•5 Block Students; 2 Student Teachers

Located in southwest Jefferson County, Lassiter Middle School has 750 students spread among two multi-age and four single-grade, cross-content teams, and one related arts team. Lassiter's Induction Committee developed an extensive handbook and held a Critical Issues Symposium for all clinical trainees.

Conway Middle
•10 Block Students; 8 Student Teachers; 3 Interns

Conway Middle has 776 students divided among six interdisciplinary teams and one related arts team. The staff provides a formal orientation meeting prior to a trainee's work in the school and holds a formal ceremony at the end of the trainee's stay at the school.

Brown School

- 4 Student Teachers; 5 Experimental Student Teachers; 2 Interns

The Brown School is an optional 1-12 institution with 620 students drawn from the entire system. Trainees were involved in the development of school-wide restructuring initiatives.

Fairdale High

- 8 Student Teachers; 2 Experimental Student Teachers

Fairdale High is a 9-12 comprehensive school with 1,066 students. Trainees were provided with experiences in many restructuring efforts, including Student As Worker and Teacher Guided Assistance.

Pleasure Ridge Park High

- 10 Student Teachers; 2 Experimental Student Teachers; 2 Interns

PRP High is a 9-12 comprehensive school with 1,523 students. To enhance their evolution into a clinical site, the staff made a commitment to be trained in peer coaching.

Length of Clinical Experience for Student Teachers/ Interns:

- 3 weeks for Phase Students
- 16 weeks for Student Teachers
- 16 weeks for Experimental Student Teachers
- 2 days per week for 16 weeks for Block Students
- 1 year for interns

Total number of student teachers/interns served per year:

- 34 Phase Students
- 42 Student Teachers
- 16 Experimental Student Teachers
- 15 Block Students
- 8 Interns

Approximate Number of Cooperating Teachers: Total 120

Wheeler	23
Price	14
Chenoweth	11
Conway	20
Lassiter	14
Brown	12
PRP	14
Fairdale	12

Project Descriptions: Included Separately

Publications: Wheeler Elementary Induction Handbook
Lassiter Middle Induction Handbook
Pleasure Ridge Park High Induction Handbook

Contact: Donna C. Seaford
Jefferson County Public Schools Gheens Academy
4425 Preston Highway
Louisville, Kentucky 40213

Summary of Site-Based Activities

Pleasure Ridge Park High School

PRP High, a 9-12 comprehensive school of 1,523 students, has developed the following:

- a formal orientation period for clinical trainees
- a mentor program matching teachers and trainees from the same subject areas
- a school support team for each trainee and space in the school for those teams to meet
- a "teaching/learning lab" in which trainees may experiment with different learning strategies and receive feedback from students in a controlled setting
- training in peer coaching for staff members
- a formal orientation handbook and a collection of successful classroom strategies used by PRP teachers

Fairdale High School

At Fairdale High, a 9-12 comprehensive school of 1,066 students, the following are part of their induction program:

teaching experiences for trainees with more than one teacher
trainees attending and participating in meetings of the Fairdale Steering Committee, the primary decision making body of the school
a math resource room available to trainees
trainees logging their experiences
trainees engaged in early field work are paired with student teachers
trainees working with teams of teachers who plan a program of involvement in Fairdale Restructuring programs e.g. Student As Worker, Teacher Guided Assistance, U.S. Is US, an interdisciplinary team
a Fairdale High Statement of Induction

Brown School

The Brown School, an optional 1-12 institution with 620 students, is in the implementation stage of these activities:

school-wide interdisciplinary teaching teams
a loosely coupled elementary structure to permit trainees experiences in a variety of instructional settings
a formal orientation process for trainees
inclusion of trainees in the development of school-wide restructuring initiatives development of an induction handbook

Conway Middle School

Conway Middle, located in southwest Jefferson County, has 776 students divided among 6 interdisciplinary and one related arts teaching teams. The staff has devised the following induction activities:

a formal orientation meeting prior to a trainee's work in the school
an informal school support system
the assignment of trainees in pairs to a teaching team
in-school seminars, led by JCPS/Gheens staff, on middle school related topics
a formal ceremony at the end of an trainee's stay at the school
the development of a clinical trainee handbook

Lassiter Middle School

Lassiter Middle, also located in southwest Jefferson County, has 750 students spread among two multi-age, four single grade, and one related arts teaching teams. Its induction plan covers the following:

a handbook, prepared by the staff, for all clinical trainees
in-school coordinators for university students involved in clinical assignments
a **Critical Issues Symposium** designed for staff and interns to focus on school instructional points
a staff retreat in June, 1990, with induction as a primary issue

Price Elementary

Price has 600 K-5 students divided among 3 multi-age teams and regular and advance program, single teacher classes.

The staff and school induction coordinator have set up:

a half day orientation period for trainees
opportunities for trainees to work in multi- and single-grade placements
teams which allow trainees to plan and implement a project together
opportunities for an individual trainee to assume responsibility for a major project
a staff retreat with induction as a central focus in June, 1990

Wheeler Elementary

Wheeler has an enrollment of 481 students in six multi-age, K-5 teams. Its induction includes the following:

a formal, written mission statement for the school trainees assigned to teams and movement from team to team of these trainees
an informal mentor arrangement
involvement of trainees in extracurricular projects
a coordinator of trainee activities
a staff retreat in the summer of 1990

Chenoweth Elementary

Chenoweth. a K-5 school, has 1 multi-age and 5 single grade teaching teams. Induction activities include the following:

three staff meetings devoted to the creation of professional practice plans
placement of trainees in a multi-age instructional team

PROJECT DATA SHEETS

SITE: southern Maine

GRANTEE: University of Southern Maine

PARTICIPATING AGENCIES:

1. University of Southern Maine
2. Portland School System - Portland Teachers Association
3. Westbrook School System - Westbrook Educational Assoc.
4. Gorham School System - Gorham Teachers Association
5. Kennebunk School System - Kennebunk Teachers Association

PARTICIPATING SCHOOLS:

Deering High School (950 students, 80 teachers)
Deering has been in the TSSProgram for 8 years.

Portland High School (945 students, 85 teachers)
This is Portland High School's first year in the program. They lead the state in enrollment of immigrant students.

Westbrook High School (832 students, 85 teachers)
Westbrook has been in the TSSProgram for 6 years.

Gorham High School (516 students, 42 teachers)
This is Gorham's third year with the TSSProgram.

Kennebunk High School (616 students, 52 teachers)
This School for Excellence is now on its second year of the TSSProgam.

LENGTH OF CLINICAL EXPERIENCE FOR STUDENT TEACHERS/INTERNS:
Fall: 15 weeks, integrated Spring: 15 weeks, full time

TOTAL NUMBER OF STUDENT TEACHERS/INTERNS SERVED PER YEAR:
1988-89: 17 1989/90 = 14 1990/91 = 24

	1990/91	1989/90	1988/89
Deering HS	6	4	4
Portland HS	3		
Westbrook HS	5	3	5
Gorham HS	5	5	4
Kennebunk HS	5	2	

APPROXIMATE NUMBER OF COOPERATING TEACHERS: 27 (1991)

Deering	6
Portland	3
Westbrook	7
Gorham	5
Kennebunk	6

PROJECT DESCRIPTION: The program commitment begins with a weekend of experiential education in late August utilizing Outward Bound-type activities. Self-discovery and group support are enhance through continued opportunities to explore and extend oneself in Maine's outdoors. After a three-day university orientation, interns are assigned to one clinical training site for the first two weeks of school, including teacher work days. During the third week, they visit each of the other schools for an orientation, tour facilities, and interviews by teachers. They return to campus for eleven weeks of intensive study in five academic classes - secondary teaching methods, curriculum design and evaluation, adolescent development, reading in the content areas, and teaching the exceptional student in the regular classroom. During this period the interns continue a weekly observation day at one of the clinical sites for dual purposes: 1) to provide concrete examples for reflecting on academic learnings, and 2) to conference with cooperating teachers to identify a satisfactory assignment.

Each course also has a unique role or feature. The adolescent development course utilizes a "foxfire" approach in which the interns write life stories from interviews of high school students. An intern selects a theme from which to develop each lesson plan for micro teaching in the teaching strategies class. An intern learns how to work with the exceptional student in the regular classroom by writing his/her own contract to accomplish the objectives and meets for individual conferences with the instructor. The content area reading course is both theoretical in its emphasis on the connections between cognition and literacy and practical as the instructor uses current high school textbooks to model successful teaching/learning activities. The experiential learning which includes the Outward Bound activity is a truly special university course without walls and without time boundaries. The inclusion of a curriculum design and evaluation course at the preservice level is unusual, but it is particularly important that our program go beyond a skills approach and advance the interdisciplinary, mulitcultural, holistic approach to curriculum.

The TSSP Site Coordinator is given adjunct professor status with the university plus a small stipend and is given one additional duty-free period by the school (except for two persons who are department chairpersons and have a reduced teaching load). The Site Coordinator organizes all school activities, monitors intern/teacher progress, observes interns in a teaching situation, and participates on advisory committees. The role of the cooperating teacher has also been modified and enhanced. An intern may work in a collegial situation with one or multiple teachers within or across departments. Each cooperating teacher observes all the interns in the school as part of further professional growth and also in the following year visits one intern as a beginning teacher.

The interns complete their transition into teaching two weeks prior to the Christmas break, going to their assigned school for an in-depth study of the school organization and the development of an action plan for the teaching internship which is scheduled from January through the third grading period in April. During this time the interns meet for a weekly seminar. After the spring break, the interns return to campus for reflection and evaluation, including class sessions with each of their academic instructors from the fall courses.

PUBLICATIONS:

1. Broyles, I. (1990) Teachers for Secondary Schools Program Handbook
Portland: University of Southern Maine

2. Broyles, I. (in press) University Voices from the Clinical Schools Project. AACTE Monograph.

3. Broyles, I. (1990) An Alternative Becomes a Tradition. Unpublished.

CONTACT PERSON: Dr. India Broyles
Assistant Professor of Education
University of Southern Maine
220 Bailey Hall
Gorham, Maine 04038

PROFESSIONAL DEVELOPMENT SCHOOL

A Collaborative Project of School District #3, Teachers College and the United Federation of Teachers

Box 155
525 West 120th Street
New York, New York 10027
212-678-3166 or 3347

SITE: New York City

GRANTEE: Teachers College, Columbia University

PARTICIPATING AGENCIES: New York City School District #3, Teachers College, The United Federation of Teachers.

PARTCIPATING SCHOOLS: P.S.87: Grades K-5 elementary school, 1054 students, 58 teachers. P.S.87 is a school committed to the principle of active learning, heterogeneous grouping and cultural diversity.

I.S.44: Grades 6-8 intermediate school, 950 students, 70 teachers. I.S.44 is divided into five mini-schools, all of which stress interdisciplinary study as a key component.

LENGTH OF CLINICAL EXPERIENCE: The basic program is a two-year graduate program, one year of student teaching, one year of teaching as an intern. An alternative graduate program offers a one-year intensive student teaching internship.

NUMBER OF STUDENT-TEACHERS, INTERNS: 1990-91: P.S.87 - 16 student teachers, 3 teaching interns. I.S.44 - 6 student teachers, 1 teaching intern.

COOPERATING TEACHERS: P.S.87 - 19, I.S.44 - 7.

PROJECT DESCRIPTION: The basic program provides for the extension of the master's degree program at Teachers College from one year to two. In the second year, selected student-teachers assume positions of teacher-interns, team-teaching with two teachers who themselves are functioning as a team. The intern teaches four days a week at 4/5 salary. The fifth day is given over to academic work needed to complete the master's degree requirements.

In the alternative program students serve as student-teachers four days a week for a full year. In May student teachers will team together, taking full control of one class for three weeks.

All participating student-teachers are given a two-day orientation to the program taught by school faculty and a member of the Teachers College faculty.

An additional innovation introduced this year involves an intense interdisciplinary student-teaching experience at I.S.44. For three weeks in January, during the College intersession, students spend every day at the school working in interdisciplinary teams of four with complementary teams of cooperating teachers. Special interdisciplinary programs, carefully planned in advance, cut across the usual schedules and class hours at the school.

PUBLICATIONS: Jon Snyder, Conflict Resolution in a School/University Collaboration to Plan a Professional Development School, Doctoral Dissertation, Teachers College, Columbia University, 1991.

"Teachers College and Two West Side Schools Start Professional Development School," Holmes Group Forum, IV, 3 (Spring,1990), 12-13.

CONTACT PERSON: Dr. Edward Quinn
Project Director
Professional Development School
Teachers College, Box 155
525 West 120th Street
New York, New York 10027

Site:	Pittsburgh, PA
Grantee:	Pittsburgh School District/University Collaborative
Participating Agencies:	Duquesne University Indiana University of Pennsylvania University of Pittsburgh Pittsburgh Public Schools Pittsburgh Federation of Teachers Pennsylvania Academy for the Profession of Teaching Pittsburgh Administrators Association
Participating School:	The following schools are all comprehensive urban high schools, grades 9-12. The first three schools are integrated within the State Human Relations Commission guidelines. George Westinghouse is 100% African-American. Each of these high schools has within its organizational structure in-house magnet programs. Approximately 98% of the teachers have participated in the eight-week professional development program at the Schenley High School Teacher Center. Carrick High School No. of Students — 1,383 No. of Teachers — 90 Langley High School No. of Students — 1,085 No. of Teachers — 79 Schenley High School Teacher Center No. of Students — 948 No. of Teachers — 84 George Westinghouse High School No. of Students — 854 No. of Teachers — 74
Length of Clinical Experience for Student Teachers/ Interns:	Student Teachers — 1 semester Interns — 2 semesters
Total Number of Student Teachers/ Interns Served Per Year:	Student Teachers — 38 Interns — 17
Approximate No. of Cooperating Teachers:	Clinical Instructors — 111 (both basic and higher education)
Project Descriptions:	The Pittsburgh School District/University Collaborative (PSD/UC) is comprised of the Pittsburgh Public Schools (including the Pittsburgh Federation of Teachers and the Pittsburgh Administrators Association), Duquesne University, Indiana University of Pennsylvania, the University of Pittsburgh and the Pennsylvania Academy for the Profession of Teaching. A year-long planning effort resulted in a program which promotes teaching as a decisionmaking process.

Project Descriptions: (cont'd.)

The goal of the Collaborative program is to prepare student teachers and interns to function as effective classroom teachers in a multicultural urban setting. Emphasis is placed on the development of human interaction skills and perspectives necessary to function effectively with parents, students and other professionals within this community of learners.

Following the planning year (1988-89), funded by the Ford Foundation and the Pennsylvania Academy for the Profession of Teaching, the PSD/UC operated at two different Pittsburgh public high schools during the 1989-90 pilot year, also funded by a Ford Foundation grant. Langley High School is the site for student teachers, most of whom are drawn from Indiana University of Pennsylvania. Schenley High School Teacher Center housed the intern site for students from Duquesne University and the University of Pittsburgh.

During the 1990-91 school year, the program is in operation at four urban high schools: Carrick High School, Langley High School, Schenley High School, and George Westinghouse High School. All sites, except Langley High School, provide clinical experiences for student teachers as well as interns.

A new governance structure exists. An Operations Committee determines many of the programmatic details. An Executive Committee determines policy and handles financial concerns, and a General Assembly feeds information and concerns to both groups.

Currently, interns and student teachers are recruited and selected through a standardized process. All clinical instructors are trained and technical feedback is to be given to interns and student teachers at least three times per week.

Groups comprised of both basic and higher education personnel in specific subject areas are now meeting to determine what content specific pedagogy interns and student teachers should be able to demonstrate by the end of their clinical experience.

Publications:

"A Report on the Pittsburgh School District/
University Collaborative"

"School District/University Collaborative, 1989-90"

(no charge)

Contact Person:

Dr. Judy Johnston, Director
Pittsburgh School District/University Collaborative
c/o Schenley High School Teacher Center
Centre Ave. & Bigelow Blvd.
Pittsburgh, PA 15213
(412) 622-8480

The Puget Sound Professional Development Center

Site: The Greater Seattle Area

Grantee: The University of Washington

Participating Agencies:
The University of Washington
Puget Sound Educational Consortium
Washington Education Association
Office of the Washington State Superintendent of Public Instruction

Participating Schools:

College Place Middle School, Edmonds School District. 646 students in grades 7 and 8. An outcome-based education school, selected as a Washington "School for the 21st Century."

Albert Einstein Middle School, Shoreline School District. 695 students in grades 7 and 8. A school known for its excellence in programs in the arts and for its long term involvement in UW teacher education programs.

Meany Middle School, Seattle School District. 560 students in grades 6, 7 and 8. An urban school with a richly diverse student body and programs for students with special needs.

Odle Middle School, Bellevue School District. 610 students in grades 6, 7, and 8. A middle school housing several alternative program options.

Length of Clinical Experience:

Field experiences for student teachers run throughout the teacher preparation programs. Elementary certified students spend four quarters in the field (6 hours a week; 1/2 time; 1/2 time; full time), while secondary certified students spend three quarters (6 hours a week; 1/2 time; full time).

Total number of student teachers:
1990-91, fourteen
1991-92 (planned), 28-30

Two to five students placed at each school.

Cooperating teachers: Total : 20

College Place:	4
Einstein:	4
Meany:	2
Odle:	10

Program Description:

A collaboratively planned and implemented post-baccalaureate program for middle school teachers is offered through the Puget Sound Professional Development Center. Now in its second year, the program provides student teachers with a knowledge base directly linked to the needs of middle school teachers, e.g. interdisciplinary curriculum, team teaching, early adolescent development. Students enroll in some traditional courses required for either an elementary or secondary certificate, but four other courses have been integrated across two quarters to result in a 12 credit core seminar. That core seminar is team taught by professors from Curriculum and Instruction, Special Education, and Educational Psychology, and by a teaching associate drawn from among the master teachers of the four collaborating middle schools.

The student teachers combine course work with extensive field experiences at one of the participating schools. They are placed in team situations wherever possible and therefore often work with at least two cooperating teachers. The field experience begins in their first quarter with six hours of observation and participation. It increases to half time, then to full time. Student teachers spend some time at at least one of the four schools, as well as at schools for students with special needs. They are encouraged to participate in colloquia, study groups and other special professional growth activities at the site schools.

Supervision of the student teachers is done by site supervisors - master teachers from the sites who have been given training in supervision, and who are provided time during the school day (either through an allocated period or through use of substitute teachers) to meet with, observe, and evaluate the student teachers. A university graduate assistant works with the four site supervisors and shares the evaluation role with them during the 1990-91 school year (as they are learning their new role).

Publications:

Brochures about the PSPDC middle school preparation program and about the Center are available upon request.

Contact Person:

Nathalie J. Gehrke, PSPDC Director
Janet McDaniel, Middle School Program Coordinator
115 Miller Hall, DQ-12
University of Washington
Seattle, WA 98195
(206) 54-1847

Curriculum Development
and Support

January 9, 1991

Site:

Rochester, New York

Grantee:

University of Rochester, Graduate School of Education and Human Development

Participating Agencies:

Rochester City School District
Rochester Teachers Association
University of Rochester
Nazareth College of Rochester
SUNY Brockport
Rochester Teachers Center
ASAR-Association of School Administrators of Rochester

Participating Schools:

- John Williams School No. 5, Rochester. Grades K-6. Enrollment: 403 + 166 pre-K special education. The student population is almost equally divided among Black, Asisan and Caucasian students. One-fourth of the student population was identified as having special needs. A high mobility rate and a large number of students with limited English proficiency contribute to the low test scores.

- Douglass Discovery Magnet, Rochester. Grades 6-8. Enrollment: 253 regular education students, 36 special education students. School Enrollment: 1316. Five core subjects are taught and an interdisciplinary initiative is proposed. A majority of the students entering are under the 50th percentile in math and reading. The population is predominantly minority.

- John Marshall High School, Rochester. Grades 9-12. Enrollment: 1419 students, 53.8% of the student population Black, 6.8% Spanish and 2.3% are Asian, 269 students are handicapped. The annual droput rate is 15.5%. In grade 9, approximately 45.6% of the students are one year older than normal. At grade 11, 39.7% are one grade older and 13.1% are two grades older. This figure decreases because older students tend not to stay in school until their senior year.

Length of Clinical Experience for Student Teachers/Interns:

- Nazareth: full time, last semester of program sequence
- Brockport: full time, last semester of program sequence
- University of Rochester: Elementary--full time, graduate year
  Secondary--full time, last semester of program sequence (Spring)

Number of Student Teachers/Interns Served Per Year:

John Williams School No. 5	- eight student teachers - Nazareth College
Douglass Middle School (The Discovery Magnet)	- 18 to 20 student teachers from Brockport. One or more from the U of R
John Marshall High School	-Planning Year

Approximate Number of Cooperating Teachers:

John Williams School No. 5	-16 Cooperating Teachers (one special education and one regular education teacher team to work with one student teacher)
Douglass Middle School	-18 to 20 Cooperating Teachers
John Marshall High School	-Planning Year

Project Description:

The defining character of the Professional Practice Schools Collaborative in Rochester, New York is the commitment on the part of participants to induct student teachers into a community of learners. The purpose of such a community is to promote dialogue, reflection, and inquiry among all participants, with the goal of improving student learning. Central to a community of learners is the assumption that every participant (teachers, administrators, parents, pupils, student teachers, teacher educators) is both a teacher and a learner. This notion breaks down the traditional role boundaries and hierarchies in schools and provides an opening for collaborative inquiry on school practices. In a community of learners, no one has the corner on knowledge; instead, knowledge is viewed as an on-going process of sense-making tht is constructed and revised through interaction. Building such a community of learners depends on a "radical open mindedness to rethinking expectations" and existing practices. It "stresses journey more than destination, risk more than safety, and effort more than outcome." Clearly such a project can only succeed in a context of shared responsibility, shared decision-making, shared values, and trust. However arduous the task, the potential benefits are great. "By establishing the environment, atmosphere, and incentive to nurture a Learning Community, we will achieve: parity in educational decision-making; equal assumption of responsibility between local education agencies and university researchers; practical, applicable theory development; immediacy of intervention; a process, as well as products, that impact on school improvement and educational effectiveness; an educational community that is more likely to articulate problems and move toward solutions.

A community of learners is grounded in a theory of learning as a social process which locates learning in the interaction rather than the individual (Vygotsky, 1978). What is learned in the course of the interaction is internalized and becomes part of the individual learner's repertoire, which suggests how the on-going education of teachers in a community that embodies the norms and values of a learning community might impact the teaching profession. In the context of a learning community, social interactions provide intellectual stimulation, promote empathy and understanding for different perspectives, and offer an important source of professional and personal satisfaction.

In Rochester, New York, these emergent learning communities will be known as Professional Practice Schools. The symbolic shift from "Clinical Training Sites" to Professional Practice Schools" is meant to capture the collaboration between school and university professionals, all of which are engaged in on-going professional development at these sites. Teacher educators and university-based researchers have traditionally seen continuous learning as necessary to the achievement of their professional goals. This has not always been the case with teachers. Professional Practice Schools assume that the process of becoming a teacher neither begins when students enroll in their first education course nor ends when they're assigned their first classroom; rather, the process includes students' undergraduate liberal arts education and continues throughout their career

The following data, requested by AACTE to share with other Ford Foundation Clinical Training programs, illustrate the progress of the Rochester initiative:

1. Teams of cooperating teachers worked colloboratively with student teachers and collegiate advisors to help plan and facilitate a variety of experiences for student teachers.
2. Instead of one cooperating teacher responsible for a student teacher, the teaming of special education and regular education teachers took place at School No. 5. Student teachers at all Rochester City School District sites were encouraged to spend time with support staff (social workers, counselors, psychologists) to better understand student needs. This program was formalized and expanded in the Discovery Magnet, and student teachers visited social service agencies in the community.
3. Collegiate faculty met regularly with teams of cooperating teachers and student teachers at each site to discuss teaching/learning issues. Teacher Researcher/Teacher Coordinator positions were established and these individuals facilitated all site meetings.
4. Teachers at both professional practice sites in the Rochester City School District were recruited to lead seminars for student teachers. A SUNY Brockport grant was used to pay Douglass teachers.
5. A professional library was set up at each Rochester City School District site, and the reading materials proved to be an invaluable aspect of the program for those who used them. Computers were also available in the "professional room" at each site.

Proposed Changes in Institutional Practices

In order to change institutional practices to promote increased professional involvement and to generate support that will contribute to the success of professional practice sites, institutions of higher education and the Rochester City School District will be discussing the utility of current organizational arrangements and existing policies. Some of the issues identified as critical in improving the teaching/learning process for novices are as follows:

1. Reviewing the reward system for cooperating teachers (in a district in which most teachers have a Masters Degree and additional course work is no longer useful generating salary increases, the traditional voucher has become less functional.)

2. Finding some means of providing incentives for collegiate faculty to spend time conducting school-based seminars with cooperating teachers and student teachers. Publication continues to be rewarded in most research institutions, and teaching courses rather than supervision is valued in teaching-oriented colleges. Higher education has to work collaboratively with school districts to identify the "mutual rewards" of connecting theory and practice.

3. Examine both the pre-service education of college students interested in urban teaching and the potential for recruiting Arts and Science faculty to help to expand upon the existing knowledge base of teachers in the public schools.

4. To continue ongoing efforts to re-think the role of cooperating teachers in the training, supervision, and evaluation of student teachers; and to

5. continue exploring the way that inquiry, including teacher research, can contribute to the improvement of student learning.

During the 1990-1991 school year, a task force comprised of Deans or Chairpersons, faculty responsible for teacher education, Rochester City School District Curriculum Coordinator, and the Professional Practice Site staff will be convened to address these issues.

Publications:

Ford Foundation Reports and Proposals

Contact Person:

Dr. Ruth Danis, Project Director
(Phone: (716) 262-8283)
Curriculum Development and Support
Rochester City School District
131 West Broad Street
Rochester, New York 14614 -

D97:ms
Draft #4
1/9/91

Chairman FORD. Mr. Anderson.

STATEMENT OF C. LEONARD ANDERSON, NATIONAL EDUCATION ASSOCIATION, WASHINGTON, DC

Mr. ANDERSON. Thank you, Mr. Chairman, and members of the subcommittee.

I am Len Anderson, a library media specialist at Grant High School in Portland, Oregon, and a member of the National Board for Professional Teaching Standards, as well as a member of the National Education Goals Panel's Resource Group on Safe, Disciplined, and Drug-Free Schools.

I happen to chair the instruction and professional development committee of the 2-million-member National Education Association. NEA includes some 80,000 higher education faculty and staff among its members. On behalf of NEA, I appreciate this opportunity to share our views on the Higher Education Act.

No aspect of education is more critical than the skills and knowledge of teachers and other members of the instructional team. No technological development will ever lessen the importance of one-to-one involvement between students and professional educators. Indeed, as expectations for academic achievement rise and students' needs intensify, teaching is more challenging than ever before.

The pivotal role teachers play in the education process must be reflected in the support provided to programs that attract and retain qualified teachers and help them remain current in their fields and effective in their efforts. Title V provisions of the Higher Education Act that support teacher education and professional development are among the most effective tools the Federal Government has to promote excellence in teaching. Yet these provisions are frequently overlooked and the resources provided these programs woefully short of the national need.

American schools have been grappling with a serious shortage of qualified teachers for many years. Personnel shortages are particularly acute in several critical academic areas, in certain geographic areas, and in the ethnic and cultural diversity of the teaching force. America's schools will need as many as 2.5 million new teachers between now and the end of the decade, and yet, at present, too few postsecondary students plan education careers.

Without significant efforts, including Federal involvement, the present shortage will persist and worsen. We strongly support programs to encourage individuals to pursue careers in teaching, including the Paul Douglas Teacher Scholarship Program, the Mid-Career Teacher Training Program, and the loan forgiveness provisions of the Perkins Loans programs. These must be maintained and expanded.

Further, we believe Congress should establish new scholarships and loan forgiveness programs consistent with legislation introduced in the Senate as the National Teachers Act.

At the same time, the subcommittee has an opportunity to encourage rigorous standards for America's teachers. We urge you to support funding for the National Board for Professional Teaching Standards to help us develop assessment mechanisms for a national certification process that assures excellence in professional practice. We cannot afford to raise standards for some while lowering standards for others.

Congress must ensure that any resources it expends to support nontraditional routes to teacher licensure are used only for programs of the highest standards and thoroughness. Congress must also expand efforts to give teachers meaningful opportunities to extend the breadth of their knowledge and the depth of their understanding of human and intellectual development.

NEA proposes the enactment of and active support for professional development schools operated by local education agencies and institutions of higher education. Such partnership schools would provide an opportunity for prospective teachers to gain clinical teaching experience by working in concert with veteran teachers, and they would create an environment for veteran teachers, working with other teachers and experts in related fields, to benefit from educational research in effective instructional methods.

NEA strongly supports the Christa McAuliffe Fellowship Program as a fitting tribute to a courageous and dedicated educator and an appropriate means to reward excellence in teaching. In addition, we support reauthorization of the School, College and University Partnerships Program to help students from low-income families take advantage of postsecondary education opportunities. And we support the reauthorization of the Leadership in Educational Administration program, which could play a vital role in school restructuring and renewal.

Congress has a tremendous opportunity, through this reauthorization, to help shape the future of education at the postsecondary, secondary, and elementary levels by extending and strengthening programs in all of these areas. We urge you to take advantage of that opportunity, and we pledge to assist you in the coming months as you work on this important legislation.

We appreciate very much the opportunity to testify before this subcommittee. Thank you.

[The prepared statement of C. Leonard Anderson follows:]

Insert #4

LEGISLATIVE INFORMATION

TESTIMONY
OF THE
NATIONAL EDUCATION ASSOCIATION
ON
TEACHER EDUCATION AND PROFESSIONAL DEVELOPMENT PROVISIONS OF THE HIGHER EDUCATION ACT

PRESENTED TO THE
POSTSECONDARY EDUCATION SUBCOMMITTEE
OF THE
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

PRESENTED BY
LEONARD ANDERSON
CHAIR OF THE
NEA INSTRUCTION AND PROFESSIONAL DEVELOPMENT
COMMITTEE

JULY 11, 1991

47-529 O - 91 - 3

Mr. Chairman and Members of the Subcommittee:

I am Len Anderson, a librarian at Grant High School in Portland, Oregon; a member of the National Board for Professional Teaching Standards; a member of the National Education Goals Panel's Resource Group on Safe, Disciplined, and Drug-Free Schools; and chair of the Instruction and Professional Development Committee of the 2 million member National Education Association. NEA includes some 80,000 higher education faculty and staff among its members. On behalf of NEA, I appreciate this opportunity to share our views on the Higher Education Act.

The Higher Education Act is the cornerstone of our nation's postsecondary education policy. NEA strongly supports efforts to extend and enhance the programs included in the Act, including postsecondary student aid and Special Programs for Students from Disadvantaged Backgrounds (TRIO). We believe that programs contained in the Act to strengthen postsecondary institutions, including aid to Historically Black Colleges and Universities, make a tremendous difference in the quality of postsecondary education in the United States. And federal support for research and development -- as well as institutional, scholar, and student support -- advances national goals of security, economic vitality, and social justice.

Title V -- Educator Recruitment, Retention, and Development

I would like to concentrate my remarks today on provisions of the Higher Education Act that relate to strengthening the teaching profession. The essential role that professional educators play in American education has never been more critical in our nation's history. No social or technological development will ever lessen the importance of having qualified professionals in each and every classroom and learning center.

Teaching today is more challenging than ever before. Standards for literacy and numeracy, and the diversity of the curriculum, have changed dramatically in our effort to keep pace with the demands of today's workplace. At the same time, the range and intensity of problems that America's youth bring to the classroom have increased in recent years. For example, the numbers of children in poverty, children who have limited proficiency in English, and children who come from single parent homes or who live with neither parent have risen sharply over the past two decades. Teachers and other school staff have increasingly had to contend with these challenges with limited outside assistance resulting from budget cuts at the federal, state, and local levels.

In this environment, teachers must be equipped to do more than recite facts and grade tests. And teacher preparation and professional development programs must be designed to give professional educators both skills in subject matter and teaching methods and an understanding of the relationship between human needs and learning styles.

Despite the critical nature of teacher education to the successful achievement of the National Education Goals, set forth by President Bush and the nation's governors in 1990, the total funding level for programs contained in Title V was only $21.4 million in Fiscal Year 1991. Indeed, only four of the programs authorized under Title V were provided any funds at all this year: Christa McAuliffe Fellowships, Paul Douglas Teacher Scholarships, Mid-Career Teacher Training, and Leadership in Educational Administrative Development.

We urge you to place appropriate emphasis on the full range of Title V programs, including the authorization of Professional Development Schools and other NEA-proposed initiatives, and support these programs in subsequent appropriations measures. Without federal leadership and support for programs that promote quality teaching and teacher education, the National Education Goals will remain a dream, rather than a plan.

Teacher Shortages: A Challenge to Academic Excellence

America's schools face acute shortages of qualified teachers and other professional staff. These shortages have at least three distinct features. Personnel shortages are particularly severe in a number of critical academic areas: mathematics and science, foreign languages, bilingual education and English as a second language, education of the disabled, and early childhood education. Serious teacher shortages exist in certain geographic areas, especially in rural and urban communities. And our schools face a critical shortage of minority teachers, a shortage that diminishes our society's ability to provide appropriate role models for minority and nonminority youth and to conduct educational programs that are sensitive to cultural differences.

Unless we take immediate steps to address it, the teacher shortage in the U.S. may become even more severe in the near future.

- By the year 2000, America's public schools are expected to need nearly 2.5 million new teachers to replace those retiring or leaving and to keep pace with projected enrollment increases. And yet, higher education institutions are preparing only 100,000 teachers for licensure each year.

- The minority enrollment in the nation's public schools is about 30 percent and rising; the percentage of minority teachers is only about 10 percent and projected to decline.

- At least one-fourth of all teachers have limited English-proficient students in their classrooms; fewer than 10 percent of all teachers provide either bilingual or English-as-a-second-language instruction.

- Almost two-thirds of disabled students are in regular classrooms; and yet, most teachers have not had specific training in special education.

NEA believes the reauthorization of Title V of the Higher Education Act provides an opportunity to help shape a viable solution to the teacher shortage. We urge Congress to extend and enhance Title V programs that encourage individuals to enter the teaching profession, support quality teacher preparation programs, and maintain meaningful professional development programs that help teachers remain effective, and therefore more likely to remain in the classroom.

Addressing the Needs

NEA strongly supports programs in Title V that enhance the professional development of practicing teachers in elementary, secondary, vocational, and postsecondary schools. Quality teacher education and professional development are central to educational excellence and education reform. NEA has already presented to the Subcommittee detailed recommendations on the reauthorization of Title V and other provisions of the Act. Following are some of our key recommendations.

- The Higher Education Act should establish a $25 million authorization to fund research activities of the National Board for Professional Teaching Standards, in addition to the $5 million recently appropriated for the Board.

The National Board for Professional Teaching Standards is developing standards and assessment mechanisms to be used for national teacher certification. Such certification would serve as an additional means to assure that educators meet high standards for professional practice.

We recognize that Congress and the President recently agreed to provide almost $5 million to the Board for Fiscal Year 1992 as part of P.L. 102-27. Moreover, separate legislation has

been introduced as S. 347, authored by Senator Dodd, and H.R. 2697, authored by Representative Pat Williams, to authorize $20 million over five years in matching grants to research and develop standards and assessments for teachers. Including the authorization for Board support in the Higher Education Act would assure a strong link between activities of the Board and existing postsecondary research and teacher education programs.

- **The Higher Education Act should establish and maintain programs to support individuals who wish to pursue careers in teaching, including reauthorization of the Paul Douglas Teacher Scholarships program, the Midcareer Teacher Training Program, expansion of loan forgiveness provisions of the Perkins Loans programs, and the establishment of new scholarships and loan forgiveness programs.**

NEA firmly believes that federal efforts to attract individuals into the teaching profession must be expanded. We recommend the inclusion of provisions in Title IV, the Stafford Loan Program, to provide for cancellation of Stafford loans for individuals who are employed as teachers in either schools with large numbers of low-income students or in specific academic disciplines identified by state education agencies as a shortage area. In addition, we support expansion of provisions in the Perkins loan cancellation for teachers program that would permit cancellations for teachers of mathematics, science, foreign languages, special education, bilingual education, or other areas identified by the state

education agency. Similar provisions are contained in the National Teacher Act of 1991, S. 329, sponsored by Senator Pell.

NEA also supports the reauthorization of the Paul Douglas Teacher Scholarships program which encourages outstanding high school graduates to pursue teaching careers. The authorization for Douglas Scholarships should be increased to $25 million for each of the next five years.

In addition, NEA supports the reauthorization of the Mid-Career Teacher Training for Nontraditional Students program. NEA favors diverse efforts to expand the supply of qualified teachers. And yet, we cannot emphasize strongly enough that any efforts to expand the pool of persons available to teach must be done in a way that assures students are taught by individuals with adequate preparation in both subject matter and pedagogy.

In recent years, NEA has taken a careful look at alternative routes to teacher licensure. Critical elements of effective alternative routes to licensure include:

- High standards for entry into a program -- including a bachelor's degree -- must be maintained;
- The professional studies component of a nontraditional route program must be conducted in conjunction with a state-approved college or university teacher education program;
- Practicing teachers, the Association, teacher educators, state legislators, the state education agency, and the state standards board must be involved in the systematic planning of a state's nontraditional route;

- Extensive support for teacher candidates must be provided by veteran teachers; and
- Non-traditionally prepared candidates must achieve the same state standards in basic skills, subject matter, and pedagogy as those required of traditional route teachers.

The RAND Corporation's Center for the Study of the Teaching Profession published a study in March 1989 entitled, "Redesigning Teacher Education: Opening the Door for New Recruits to Science and Mathematics Teaching." The study is a valuable guide to anyone considering alternative teacher preparation programs.

The report concluded that "nontraditional programs that follow a more `traditional' preparation approach -- providing substantial pedagogical coursework before recruits enter the classroom and providing supervision and gradual assumption of responsibility during a practicum -- are more effective in the eyes of their participants. Programs that severely truncate coursework and place candidates in teaching positions without adequate preparation or supervision are less well-rated by recruits. Unfortunately, these include the alternative certification programs that, in our sample, trained a sizable number of new entrants to teaching."

In short, a crash course in teaching -- designed primarily to increase the supply of teachers -- without adequate attention to appropriate pedagogical coursework and significant assistance from mentors and supervisors in the early years, will only dilute the quality of education and take us farther away from meeting the

National Education Goals. No federal funds should be provided to assist nontraditional routes to teacher licensure that do not meet high standards for preparation and entry to the profession.

- The Higher Education Act should establish and maintain authorization of $100 million in FY92 and such sums as may be necessary for the following four years for Professional Development Schools.

NEA recommends that the Higher Education Act provisions authorizing the Professional Development Resource Centers be amended to establish assistance for proposed provisions of Title V that would create "Professional Development Schools," as described in our detailed recommendations presented separately to the Subcommittee. The purpose of Professional Development Schools would be to strengthen teacher preparation and professional development programs, provide an opportunity for clinical development for new teachers, and establish partnerships between schools and colleges and universities.

Professional Development Schools would concentrate on programs that help teachers make effective use of instructional technology, enhance teachers' subject matter expertise, and enable teachers to share information and research on effective teaching and learning methods.

NEA has been instrumental in strengthening relationships between higher education institutions and elementary and secondary schools. NEA's Center for Innovation in Education and NEA state and local affiliates have been involved in a collaborative project to design clinical training schools for the practice teaching phase of teacher preparation. For the past several years, NEA has been working with the Ford Foundation and the American Association of Colleges of Teacher Education in the Clinical Schools project. At present there are seven pilot sites that involve schools, higher education institutions, and NEA affiliates in developing effective models for prospective teachers' clinical experience.

In addition, the NEA Center for Innovation helps foster effective collaboration between higher education institutions and elementary and secondary schools by helping to make research data available to K-12 practitioners while making education researchers aware of day-to-day experiences in America's public school classrooms.

The proposed Professional Development Schools could benefit from NEA's experience in these areas. Moreover, Professional Development Schools would help revitalize public education by assuring ongoing opportunities for expanding one's breadth of knowledge and repertoire of skills and establish enduring links between researchers, experts in related areas, and classroom teachers.

- The Higher Education Act should include reauthorization of the School, College, and University Partnerships Program, including increasing the authorization to $20 million in FY92 and such sums as may be necessary for the following four years.

Our nation must expand access to postsecondary education to assure the nation's future economic vitality. One means of achieving that goal is to maintain partnerships between postsecondary institutions and secondary schools that serve disadvantaged students.

According to the Congressional Research Service, jobs requiring the highest level of educational attainment will increase far faster than those at lower levels. By the year 2000, the number of managerial, professional, and highly technical jobs will increase by 29 percent; moderately high level technical, health, and sales careers will increase by 20 percent; moderately low level production, craft, and service occupations will grow by 14 percent; and laborers, food preparation, cleaning, and maintenance jobs will grow by 14 percent.

And yet, access to postsecondary education is still determined largely by family income. Congressional Research Service issued a separate report in 1989 that indicates that only 16 percent of 18- to 24-year-olds from families with incomes below $15,000 are enrolled in higher education compared to more than 55 percent of those from families with incomes above $50,000.

The more secondary and postsecondary institutions can do to tutor, counsel and otherwise assist students from low-income families to take advantage of postsecondary education opportunities – and help them to be successful once enrolled – the better the U.S. will be able to achieve its economic goals and extend opportunity to all.

In the reauthorization, NEA recommends expansion of provisions defining grant preferences to include students whose native language is other than English.

- The Higher Education Act should include reauthorization of the Christa McAuliffe Fellowship Program, including increasing the authorization to $30 million in FY92 and such sums as may be necessary for the following four years.

NEA strongly supports the Christa McAuliffe Fellowship Program which is designed to encourage and reward excellence in teaching by providing an opportunity for outstanding teachers to continue their education, develop innovative programs, or engage in other activities that will improve the knowledge and skills of teachers and the education of students. The Christa McAuliffe Fellowship program is a fitting tribute to a courageous and dedicated educator who is an inspiration to millions of Americans, especially teachers and students. Moreover, it is an appropriate means to reward excellence in teaching that affords highly competent educators an opportunity to improve their skills and experience -- and the quality of education for the students they serve.

Additional funds should be provided for this program through both the authorization and appropriations process to expand access for participants and enhance opportunities for the students who ultimately benefit from this program.

- The Higher Education Act should include reauthorization of the Leadership in Educational Administration Program, including increasing the authorization to $15 million in FY92 and such sums as may be necessary for the following four years.

Improved leadership skills of elementary and secondary school administrators is critical to the success of public school reform and restructuring. Programs supported under the Leadership in Educational Administration Program address such issues as management, problem-solving, instructional analysis, student discipline, and time management. NEA believes efforts to improve the skills of school administrators should be continued and expanded -- especially in the context of the national drive for education reform and renewal. Moreover, we believe priority should be given to funding projects that encourage and prepare minorities and women for administrative positions and to funding programs in shared decision-making and other effective school restructuring strategies.

Conclusion

Postsecondary education institutions are an integral part of efforts to improve the quality of education in the United States. Teachers and other instructional staff are critical to efforts to meet the National Education Goals by the year 2000. And programs that directly address the knowledge, skills, and experience necessary to be an effective educator, such as those provided under Title V of the Higher Education Act, must be considered a priority if public education is to change and improve.

The U.S. Department of Education plays an important role in providing resources, leadership, and technical assistance to education institutions and individuals, and must, therefore, be provided an opportunity to continue its efforts. Congress has a tremendous opportunity through this reauthorization to help shape the future of education at the postsecondary, secondary, and elementary levels by extending and strengthening programs in teacher recruitment, education, and professional development. We appreciate your support, and look forward to working with you on this important legislation.

Thank you.

Chairman FORD. Thank you very much.

Mr. Sanders, looking quickly at your proposals, it appears that the governors' academies for teachers are basically what we describe in Title V now as professional development resource centers, Title V, part C, subpart 1. And the governors' academies for school leaders and leadership in education is the LEAD program in Title V, part C, subpart 2.

Alternative certification of teachers and principals is dealt with in Title V, in the provision adopted during the last reauthorization for mid-career teacher training for nontraditional students, Title V, subpart A.

That suggests to me that the authors of your proposals would like to improve upon the programs that presumably are being administered by your department at the present time. And that suggests that there ought to be room for us to work on improving these existing provisions in the law to meet the new goals that you might set for them or to make them function better. It looks like we are starting out in the same direction.

But then you go on to say that you want to repeal the Mid-Career Teachers Program and put in its place an alternative certification program, which suggests that a legislative history that we would develop like that would say that encouraging an architect or an engineer to make a mid-career change to obtaining certification as a teacher is not the way we want to go, but that we want to find some wholly new set of alternatives. Then you go on one step further and talk about alternatives for school administrators.

Let me put this kind of a hypothetical to you. We dealt with this issue, and I thought that Mr. Goodling and I had worked out an acceptable compromise with the administration in the last Congress in the President's education bill, which did well on this side, did well in the Senate, but the conference report came a cropper over there.

We have already adopted legislation to deal with this issue that was at that time acceptable, and I would assume the committee would have no trouble returning to that. But you are back with a new suggestion that says that the alternative certification would be based on life experiences, without being very particular in your description of what "life experience" is.

Now, when we talk about mid-career changes, and somebody is already a practicing architect, engineer, doctor, lawyer, something of the kind, and goes back to be a teacher, we understand what we are talking about. But when you submit that we would tell the States, from Washington, that they ought to have a way other than using education credentials to determine who a certified teacher is, that's where it begins to get problematical for me.

My State has had probably by now two or three dozen cases this year of so-called Christian schools that they have decertified to meet the compulsory attendance requirements of our State, because they operate without a single certified teacher. Their response is that the teachers are indeed qualified, because Mary Sue has been teaching Sunday school for 10 years before she started teaching fifth grade math.

There is some concern in my State that we might be telling the States that they had to take Mary Sue's 10 years of experience as a

Sunday school teacher as evidence that she is "a teacher" for all purposes and bypass the other requirements in the State for a fifth grade teacher. That indeed is a phenomenon that is not a figment of somebody's imagination but an already existing problem in my congressional district.

I go past a little building with a church name on it, and one day I noticed that it says, "Fine Christian education, K through 6." And the following year, I go by the same school, and I see the same size building, same size parking lot, everything is the same, but now the sign says, "Fine Christian education, K through 12."

I am told by my State superintendent and his people that they haven't hired any school teachers in the meantime, and they are now purporting to hold out as an alternative to the requirement of our State law that children under the age of 17 will attend the public school or its equivalent in some kind of an academy. Now, I am being kinder than other people who describe it.

That is a new phenomenon in my district that coincidentally came into being when the threat of school busing took place. And there are some people who quite cruelly suggest that the real reason for those academies is so that children of like kind will not have to associate in a classroom with children who are different. I don't make that suggestion. I am concerned about the quality of education and how you maintain a compulsory school attendance law.

Now, we already know the trouble that happened in Pennsylvania, when I believe the Mennonites succeeded in getting a very limited decision that, because of the very specific strictures of their religious community, it was possible to believe that an adequate educational opportunity was being presented.

The court came out with a very limited determination that that particular group of people had such a well-disciplined structure that it was safe to assume that they were meeting the requirements of the Pennsylvania law for compulsory school attendance even though some of the teachers in the Amish school did not have qualifications that would have given them a job in the public school.

That triggered, in the Midwest, a whole reaction of, "Okay. If Pennsylvania can do it, we can do it." My State is not going to appreciate me helping them to have fourscore of these cases next year instead of threescore this year. It's an already existing problem.

Are you prepared to spell out to us a definition of "life experience" that would substitute for education that would eliminate Mary Sue's 10 years as a Sunday school teacher as being adequate experience to become a classroom teacher?

Mr. **Sanders**. I think, Mr. Chairman, that we would prepare for you a statement about what would be meant by an adequate life experience. Your own statement reinforces, though, the key decision maker in this discussion about who is and who is not licensed to teach is the State itself.

That's what our proposal recognizes, that two things have to be at work. If we're talking about training programs to add the additional knowledge and skills for individuals that otherwise have the academic credentials, we're talking about one kind of a program, and that's what the mid-career teaching program deals with. The other side is a State's policy apparatus that allows alternative routes or alternative certification to exist.

What we are proposing to you is a one-time effort that would allow States the latitude and the wherewithal to focus on the policy question for themselves and to work that out for themselves. It would not be up to us to define what that policy would have to be, but rather would be the State's as the final determiner.

Chairman **Ford**. I read your statement a little differently. I read your statement to conclude that our legislation would tell a State that it will adopt alternative teacher certification; that we won't simply suggest that maybe alternative certification is a good idea, that we will tell them that that's all right.

That, in my State, is going to trigger all kinds of grief. And I want to be parochial enough about this to say that I can't support the idea of throwing something that broadly defined out there and starting a new war.

Now, I've had Catholic schools, Lutheran schools and Baptist schools in my district the whole time I've been here. This has never been a problem, because, while they are all good teachers, adhering, one presumes, to the faith of the church that is running the school, they also went to college and became schoolteachers.

This is a new phenomenon of people who want to bypass that whole thing, and it comes out of Mrs. Schlaffley's idea about keeping your kids out of school until they are age seven and teach them at home in your front room. That caught on with a lot of people. I have heard the statement, "I went to school. I quit in the eighth grade, but I know more about my kid than any teacher, so I'm going to keep him home."

That's what schools have to deal with in enforcing compulsory school attendance laws. It is the compulsory school attendance aspect that causes the States to have very specific laws about what you and I, as a parent, must do with our children to meet the requirements of that law. We have a criminal possibility in my State, if we do not do everything within our power to keep our children in a public school or its equivalent, as defined by the State, until they reach a certain arbitrary age.

It varies by State, but I don't know of any State that doesn't have some kind of compulsory school attendance law. That goes back almost to the very earliest days of the American public school system. It is that requirement that in turn puts the State in the business of deciding what is an equivalent school.

It is a modern phenomenon of the proliferation of groups of people who choose to set up alternative schools that leads to the problem of, "Are you discriminating against me because of my religion when you tell me that I can't run a K through 6 school in my church." Now, we are walking into the middle of an ongoing, existing embroilment that every chief State school officer, I believe, in the country has to one extent or another.

I don't see that this committee wants to walk into the middle of that with a can of gasoline and start spraying it around. It's a very, very dangerous area to tread, and, for myself, I want to suggest to you that I will work with you, but we have to have a more finite definition of how you will be able to look at what a person has done with their life and decide that they would make a good teacher.

There is going to have to be something that ordinary mortals, who don't have the ability to look into people's minds and souls, can do to tell a teacher when they see one. The way we do it now is very simple, we say "You've got to get a college degree, and, in addition to that, you have to have at least 15 hours of pedagogic subjects that show that at least you know how to grade a paper, and conduct an attendance record, and that sort of thing."

It wasn't too long ago we had many States that were satisfied to let elementary school children be taught by high school graduates. In fact, I went to a teachers' college after World War II where teachers were in the classroom—and I won't mention the State, because we have a member from that State on the committee now—who hadn't finished high school.

And some of them were coming to school at the same school I was going to, a little teachers' college, to get a degree, because it made a difference in how much money they could command, not because they couldn't get a job without a high school or college education.

We thought all that was behind us. I don't see what school reform has to do with sliding us through the back door into going back to repeat the turn-of-the-century battles that we thought were behind us. There must be a good reason behind the administration proposing that there be alternative methods of determining who should teach that do not rely heavily on educational attainment.

Mr. SANDERS. Mr. Chairman, with all due respect, I have considerable experience in the issue that you are talking most about this morning, the debates about compulsory attendance and its dimensions as it affects the types of schools in a State.

And the motivation on the administration's part for proposing an alternative certification program for the Federal Government draws actually out of the desire to allow people who are otherwise academically qualified, as you mentioned, perhaps an architect, perhaps a lawyer, perhaps a mathematician who at mid career or maybe even earlier, persons that had completed degrees in a liberal arts college and have worked a couple of years, and then decide that they want to alter their career path and to teach. And they have the academic credentials to make good teachers.

Our motivation is out of the desire to look at policies that would allow them to enter the classroom and to function as teachers. And we draw very heavily off of the experiences such as the one in New Jersey, as a State that has worked with alternative certification, not as a means for watering down qualifications so that certain classes of schools do not have to meet typical certification requirements, but rather to allow highly qualified individuals in other fields the opportunity to enter into teaching.

We would be happy to work with you. We will get you a sharpened definition as to what we are talking about in this proposal.

Chairman FORD. I think that we are talking around the essential issue here, and I think that rather than try to promote the idea that we reject your alternative certification, we ought to try to refine it in some way. Your language can be read, in its best sense, as suggesting that a very heavy reliance will be put on such things as other forms of education.

But you still can't answer the question, could I substitute 10 years as a Sunday school teacher for 10 years of life experience that would make me a math teacher?

Mr. **SANDERS**. Our intent is the answer to that is no, Mr. Chairman.

Chairman **FORD**. All right. Now, if we can find a way to define what you want to do so that there is no mistaken impression given to people that we are trying to promote an alternative system that will get anything less in the way of academic quality, we can do business.

Mr. **SANDERS**. I think we can work on that, Mr. Chairman.

Chairman **FORD**. I would encourage the committee to try to help you accomplish that.

I noticed that the alternative certification that we adopted in the last reauthorization was a grant program going to teachers' colleges to teach an architect how to be a teacher.

It was pretty well understood that virtually everybody on this committee has one or two degrees and some more, but most of us can't teach in an elementary or secondary school in our States because we have no pedagogical training, and that is required by most of the States. We can teach at any college or university, because there is no requirement that you be educated to be a college teacher. No disrespect to my friends who are teaching in college.

But Mr. Chandler responded to that by saying, if we're going to get mathematicians to come into our high schools, there are people who have the skills, engineers being one of the categories, who might be interested in taking a fast course over at the teachers' college to get their 15 hours or whatever was required in the State of Washington at that time, and we adopted that.

There has not been very much enthusiasm in the Department for it, and it has never been included in any President's budget since we did that in 1985–86, I guess. But it seems to me that we could broaden that and indicate that we are serious about doing this and solve a good deal of our problems.

The appeal that Mr. Chandler's proposal had was that it did not get us into the quagmire of uneducated, in a formal sense, people being suddenly certified for a classroom. It got us into the position of taking people like yourself, who was first educated to be something other than a teacher, and turning you into a teacher.

I don't know whether 15 hours is still the requirement, or whether that is adequate. But it means some sort of commitment on the person's part that makes them stop at least long enough to sign up at the teachers' college to discover "It doesn't matter how long I've been a lawyer; I'm not a high school teacher. The only place I can be made a high school teacher is at a teachers' college."

That's kind of a nice discrimination against me as a lawyer that I think ought to be kept. That was the reason we took that approach. Now, maybe what you want to do could be built onto that, but I don't think it ought to be proposed as you propose it as an alternative by repealing that approach. That was an answer to people who said, "We've got to find a way to get more mathematicians into the high schools."

Well, I don't think with teachers' pay you are going to attract a whole lot of mathematicians into the high schools, because, if you are indeed a good practicer of any of the exact sciences, you can make a lot more money and have a lot more satisfaction doing something in your profession than you can in a classroom.

We aren't turning our backs on any of these opportunities to expand upon the teachers' pool, but we want to be very, very careful. Since the two of you sitting side by side have taken diametrically opposite positions on repealing Mr. Chandler's legislation, I would like you to give some further consideration of how you could both have something and neither of you have everything. Maybe you can work something out for us.

I believe I have some high school students from my district who have just come into the room. One of them had a terrible accident yesterday on the subway, I am told. Is she all right now?

I thank you very much.

Mr. Coleman has gone upstairs. We are losing people to the elementary and secondary debate upstairs. The Elementary and Secondary Committee is also going to be considering the proposals you have, but since they so closely parallel the existing Title V, we thought it might be quicker and easier if we could pick them up as a part of reauthorization and accommodate the concerns that you are expressing, Mr. Sanders, on behalf of the Department, without getting the other two gentlemen at the table out there opposing our legislation.

You seem to be at other's throats at the moment. I don't suspect that there is any reason why you couldn't work something out.

Mr. SANDERS. We might be agreeing on more than what might be expected. We might be disagreeing at some points where we would be at one another's throats. We are not talking, in the administration's proposal, about a less rigorous training program. In fact, we are very, very interested in rigorous training, both on the academic and the pedagogical side.

We want teachers who are both qualified in their subject matter as well as teachers who know how to teach. Probably the point where we would disagree is that all of the routes that would provide the "how to teach" having to come, necessarily, from schools of education.

Chairman FORD. Since Mr. Coleman isn't here, I will impose on the absent committee members to go a little further with you. I have discussed this with the Secretary.

Governors' academies for teachers would be established in each State.

Mr. SANDERS. Yes.

Chairman FORD. Governors' academies for school leaders will be established in each State. That raises the question, what does "governor's academy" really mean? Does it mean that we are going to tell the State that the governor is going to operate an academy, or does it mean what we usually mean when we talk about sending a program into a State, that that program will be administered by whatever agency the constitution and the laws of that State determine to be the appropriate one.

The language I refer to is in Public Law 100-297, the most recent restatement of it. "The term 'State educational agency' means the officer or agency primarily responsible for the State's supervision of public elementary and secondary schools." That's not new language.

Way back in 1965, when we passed the Elementary and Secondary Act, Mr. Brademus on this committee, Mr. O'Hara, and I, started an ongoing feud with the chief State school officers, because the chief State school officers said, "We want to run everything," and they couldn't get us any votes to pass the legislation. They can get votes now; they are a much different organization.

And from time to time the Governors Association would come in and say, "We want to run things." And we would say, "Fine. Get your State legislature or State constitution to let you do it." My State, by constitution, prohibits the governor from interfering in the operation of any educational program within the State. He doesn't even get to name anybody to represent him, to have a vote or a voice in making education policy.

The Governor of Alabama, as George Wallace used to demonstrate constantly, runs everything, from colleges to grade schools, picks principals, transfers kids, does all those things. But in the Midwest we have a strong tradition of local control of the districts by a local school board and a local superintendent, who probably is as suspicious of the State superintendent in any midwestern State as State superintendents are of the Office of Education in Washington.

Now, I want to make sure that you don't literally mean that we should change the operating officer in my State to operate these academies from the chief State school officer to the governor.

Mr. SANDERS. Mr. Chairman, each of the States are unique. This proposal is drawn out of a relationship, over the last 2 years, with the governors and the President working on a strategy to improve education in America, and it is reflecting the importance of the governor's role and the essential nature of his or her leadership in the State that drives the designation of the academy as a governor's academy.

Nothing in our proposal would fail to respect the constitution or the appropriate determination of the people in that State through the legislative process as to the governance of such programs.

Chairman FORD. We are talking about matching funds here, aren't we?

Mr. SANDERS. Yes, we are.

Chairman FORD. And the minute we start talking about using State educational funds for matching Federal funds, the State is going to insist on its sovereignty. And if all we are talking about is calling whatever it becomes a "governor's academy," because that sounds good, I have no problem with that.

But if we are literally going to direct that the office of the governor in each of the States would operate these education programs, then I have a problem with it. Because then we are trying to change the laws of the 50 States, and particularly my own State, which says to the governor, whoever he or she may be, "You stay out of education."

Mr. SANDERS. Mr. Chairman, in the three States where I have worked, in each of those cases, Federal funds coming into the State would be reauthorized or reappropriated by the State and a determination made as to who would administer those programs within the State, who was the appropriate authority to do so. Nothing here would keep a State, through its legislative process, from doing so.

Chairman **Ford**. Let me read your bill that you have before us. "Funds appropriated under Section 308, the Secretary shall make a one-time, five-year grant to each State in accordance with this part to establish and operate governors' academies for teachers to recognize outstanding teachers."

Then it goes on to say, "The governor of each State shall use the State's grant to make competitive awards to the State educational agency, local educational agencies, institutions of higher education, other public and private agencies." That specific language says we would send money to my State and say to the governor, if he was disposed to do so, "Pay no attention to the chief State school officer or any other school authority in the State, and spend the money where you want to."

You're getting us into another local war. The war between local control and State control in midwestern States is formidable. In midwestern States, this just doesn't get it done. All of the major West Coast States have the same kind of a set-up we have. There is no real difference in the governance structure in California and in Michigan.

In fact, the real difference that now exists is that the chief State school officer is elected at-large in California and might be from a different political party or philosophy than the governor, and that's where you're really going to have a fight.

At least in my State, when we adopted a new constitution, we quit electing the State superintendent. But many States elect them, and frequently I've come into a situation where you have a Democratic governor and a Republican chief State school officer, and they may have run against each other at one time or another, and they are very jealous of their powers.

Can we send this money the same way we send Title I money to State—or Chapter I money now—or any others? Would that still meet the requirements of the governors' academies? Spell out the purposes, but send it out there and say, "To whomever it may concern, in the State of Michigan, whoever is responsible for spending education money, you will spend it on these purposes." Would that meet your requirements?

Mr. **Sanders**. Mr. Chairman, I think even sending the money to the governor would accomplish that same end, because the governor cannot just build a budget and spend without the legislative authority to do so. And I'm talking about his State or her State legislative authority to do so.

Chairman **Ford**. He doesn't need any legislative authority to spend this Federal money. This goes to the governor to be passed out within the State.

Mr. **Sanders**. In the States where I've worked, Mr. Chairman, the governor would still have to have his State legislative authority to spend that money.

Chairman **Ford**. I don't know how they presume to preempt our authority to send Federal funds into their States. Now, I know that it is common practice to take Federal funds and their distribution into account when distributing State funds. So the way they do that is purport to be appropriating the Federal money to the local communities, but in fact they are not doing it.

In Chapter I, for example, we had a State that tried to do that, and we reauthorized the Act one year later and took care of that problem. You cannot get around the bypass that is in there. Every time we have found somebody trying to redirect education money from the way we have directed it, we have put a bypass in the act. Originally, we had to learn that from experience; later, you will find boilerplate in every one of these acts that protects the education agencies against some intervening force, including the State legislature, getting the Federal dollars.

In your case, your proposal has matching funds in it, which further complicates it, because we can't even take a purist attitude of "We'll just give this to the governor," because the governor isn't going to get the matching funds unless the legislature appropriates them. That complicates it even more.

If we are going to say that from Washington we are encouraging a governor's academy, then we had better send the money to somebody and tell them what we want an academy to do. And I don't have any problem if it's called the "governor's academy." Some States might not like this because we call it a "governor's academy." I don't know why the administration would want to get into local politics.

Mr. SANDERS. Mr. Chairman, there is a strong sentiment in the administration that for education reform to work it is going to take dynamic leadership from the governor of each State. This strategy emphasizes time and again that recognition.

Chairman FORD. Nobody on this committee could agree with that position more than me. But in my 27th year on the committee, I have to see the governors for the first time put their money where their mouth is. The current Secretary of Education sticks out like a sore thumb amongst other governors because he did in fact put his money where his mouth was.

After "A Nation at Risk" was published by Secretary Bell, the Governor of Tennessee raised taxes and raised teachers' pay and said, "We're going to have better education in the State." All the other governors started holding meetings, and they gave us goals. And when you asked them, "Well, who is going to pay for this?" The answer was, "Well, we haven't got to that yet."

So anybody who has been on this committee for any length of time is not very impressed that governors' offices have been great initiators of education reform, either within the States or nationally. Now there is a new role being suggested, that we won't just sit back and see what the several governors are doing where they exercise their power in their States, but we will see what the governors, collectively, can, through the Federal Government, impose on all the rest of the States.

That's troublesome. You are looking at a States' rights liberal Democrat. That's an anomaly if you ever heard of one.

[Laughter.]

Chairman FORD. And we're getting into States' rights with this. We are wasting your time and mine going over and over this, because I have raised these concerns right from the very beginning.

If you want to legislate and get a governor's academy out there, we can help you do it, but you have to come to some agreement with us on whether or not we are going to wade into a fight between chief State school officers and governors, and legislatures and governors, and local superintendents and governors.

There is a role for everybody in this thing. Everybody has a good idea about how to do it, but if we are going to spend Federal tax dollars, we are going to expect to have something to say about what we expect them to do that is going to improve education for children.

And I'm not willing to trust any governor I know, and I know a lot of them. I'm not willing to trust any governor I know to decide what is best for the expenditure of Federal education funds in his State. That's our job, with the help of the Senate and the President. And then we have your auditors to find out whether they are doing it or not.

But the kind of confrontation we're moving toward here is trying to change the Federal Government into being a super State department of public instruction. The Office of Education was never intended to have a superintendent of public instruction. It has a secretary. The language in the bill, and I helped to write it, that created him says he shall not do a whole lot of things that in States we tell State superintendents they shall do.

We assured our conservative colleagues, when we passed that legislation, over and over on the floor that we would never create a Federal superintendent of public instruction. We want to keep that promise.

And our friends over at the Heritage Foundation will be down your neck in a minute when they begin to read the material they were sending us when we were passing the Department of Education legislation. We legislated all those restrictions on the department that they wanted, and we're not going to, by the back door, tear them down now.

Mr. **Sanders**. Mr. Chairman, we're not interested in changing the Secretary to commensurate authority with a State superintendent of public instruction, let me assure you.

Chairman **Ford**. I know the Secretary is not, and I don't believe you are.

Mr. **Sanders**. No.

Chairman **Ford**. I'm not at all sure that these legislative proposals, which may or may not have had their genesis in your department, are coming at us from the same direction that you are. I'm not criticizing you, Ted. I don't have any quarrel with you, and I don't have any quarrel with the Secretary. I find myself dealing with very compatible, intelligent, thoughtful people when I deal with either one of you.

But these legislative proposals may or may not have started out over there with those bean counters in OMB, and I don't trust anything that comes out of there. I mean, I'm going further toward you than I really ought to, as suspicious as I am, and not just because it's your administration. The antithesis, I guess, of Will Rogers, I've never met a budget person that I could like.

[Laughter.]

Chairman **Ford**. I apologize for taking the time of the other gentlemen, and I appreciate the fact that we did have an opportunity, however, to indicate that this committee wants to work with Mr. Sanders and with the Secretary and that the differences we have are not differences on where we want to get to.

It's sort of like an argument between a Baptist preacher and a Catholic priest. They all want to get to same place, but each of them has a better way to do it. That's kind of the problem we're in, but I doubt that we're as far apart as the Baptists and the Catholics are. I think we're a lot closer. We may be between the Missouri Synod Lutherans and the American Lutheran Church, someplace in that kind of a little division.

I see the Baptists are going to have a big fight this weekend over control of a college. I'm going to read that with interest because it's a warning to me for us not to get into those fights. It's coming up this weekend, is it not? One faction is accusing the other of renting all the hotel rooms in town before the convention so that the opposition won't have any votes at the convention.

[Laughter.]

Chairman **Ford**. I thought the Democratic Party was bad.

Mr. **Sanders**. I was going to say it sounds like politics to me.

Chairman **Ford**. That's good, old-fashioned Baptist politics.

I thank you all, and we will go on with Title V tomorrow.

Mr. Payne has an opening statement which should be inserted in the record preceding all of this discussion.

The next hearing on Title V will be next Tuesday at 9:30.

[Whereupon, at 1:20 p.m., the subcommittee was adjourned, subject to the call of the Chair.]

[Additional material submitted for the record follows.]

TESTIMONY OF ALBERT SHANKER

PRESIDENT, AMERICAN FEDERATION OF TEACHERS

BEFORE THE COMMITTEE ON EDUCATION AND LABOR

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

JULY 11, 1991

U. S. HOUSE OF REPRESENTATIVES

Mr. Chairman and Members of the Committee:

I am Albert Shanker, President of the American Federation of Teachers. I want to thank you for this opportunity to present our union's views on the reauthorization of the Higher Education Act of 1965. The AFT, with more than 750,00 members nation wide, has a great interest in this legislation. We represent more college faculty than any other national organization and we work in the public schools which are heavily impacted by national higher education policies.

The AFT has taken an active role in the reauthorization of the Higher Education Act and has submitted to this Committee a 100-page document outlining its legislative proposals. A summary of our recommendations is attached to my testimony.

Mr. Chairman, early in this reauthorization process you made a statement that we took to heart. You said that everything was on the table for review and reconsideration and that you were open to all suggestions no matter how unpopular they might be. I applaud that view because I believe we must take some bold steps to shake up our education system.

The American system of higher education stands as a model of opportunity and excellence to the entire world. The dramatic expansion of higher educational opportunity after World War II through the G.I. Bill placed college within reach for millions of Americans. The continued expansion of opportunity through the post-Korea and post-Vietnam G.I. Bills and the 1972 Higher Education Act provided millions of qualified students with the financial means to pursue a college education. Studies have demonstrated that this expansion of higher education contributed a tremendous amount to our post-World War II economic growth and, in fact, returned far more money to the treasury through increased tax collections than the programs cost.

Now, however, we believe that there have been some unanticipated consequences of our current programs and we offer some suggestions today with an eye towards expanding opportunities while developing policies that can help improve educational achievement.

ADMISSION STANDARDS

Recent studies indicate that there is a direct relationship between high school achievement and entry-level employment. Economists John Bishop and James Rosenbaum argue that one of the reasons our country lags in productivity is that most U.S. students who are not headed for college don't take school work as seriously as their peers in other industrialized countries. It's not that our kids can't do the work; it's that success in an American high school has little relevance to the kind of job you get when you graduate or to your ability to be admitted to college. Equally disturbing is Bishop's findings that in international comparisons our top students did not measure up academically to the top students in other countries.

The logical response to this is to make achievement in high school count for something -- both academically and in employment. We should be letting students know that what they do in high school will make a difference and that this will be true for all students.

And we should be letting colleges, universities and employers know that they must take the lead in this area.

The time has come for American colleges and universities to begin moving toward establishing standards similar to those employed by our international competitors for the admission of students to institutions of higher education. Our current standards for college admission no longer serve the interests of our nation or of students seeking higher education.

In order to see where we are today, we must take a look at some of our competitors who require that their high school students matriculate with the skills needed to do college-level work. In Germany, for example, fully 30 percent of each group completing high school goes on to graduate from college. The students who are admitted to college pass a rigorous set of examinations that perhaps only 5 percent of American high school students could master.

In contrast, our lower admission standards do not result in more college educated students. Our high school and college dropout rates are high and those who do not complete college are often left with huge debts from loan programs and are no more employable than when they started. It is clear to me that high standards for college admission are not incompatible with educational opportunities.

I propose that colleges and universities voluntarily set admission standards comparable to those of other industrialized countries so that students will know that they have to acquire their high school education in high school rather than college and be prepared to do college-level work to be admitted to a higher education institution. If needed, students who meet these standards for admission would be able to have their entire education paid for by the federal and state governments. If colleges and universities will not do this willingly, we should consider tying the federal aid available to them to their adoption of a set of national standards and their attention to students' performance on a set of national examinations. Similarly, we should consider conditioning student aid on a student's performance in a new national examination system.

Of course, this could not and should not be done right away. New curriculum frameworks, standards and examinations take time to develop. Clearly I am not talking about a one-shot, make-or-break, multiple-choice test taken towards the end of a student's high school career. But although the system I am talking about will have to be phased in, it should not take forever.

Sometimes I think our problems in education come from a failure of nerve, not from a scarcity of good ideas. Now I know that what I am proposing today -- and have been espousing for some time -- raises a lot of questions and concerns. I believe some of those concerns are legitimate. But we should not be afraid to consider an idea because it is not perfect or might disrupt the way we have become accustomed to doing business. We in the AFT take the view that the federal role in education has been properly expanded to include considerations of educational quality and performance along with the traditional federal concerns of access and equity. No major program of aid to elementary and secondary education has passed this Committee without inclusion of provisions designed to spur improvements in school performance. The AFT did not resist this trend -- in fact, we welcomed it. Now is the time to apply the same scrutiny to postsecondary programs.

Higher education admission standards have a profound effect on the work students do in high school. Currently, more than half of our high school graduates go on to college. If we include the population of students that attend vocational schools, the percentage rises to two-thirds.

Many of these students do the minimum amount of work, just enough to get by. Teachers and parents keep telling them it's important to study and get good grades because their futures depend on it. But the kids know better. Doing well in school doesn't make much of a difference.

This wasn't always the case. When most of us went to high school, our parents told us to work hard and get good grades so that we could get into college. It used to be that getting into college was a serious, competitive business. Now that's only true for the tiny percentage of students who want to go to highly selective colleges. The rest of the students who want to go to college will be able to find schools willing to admit them even if they haven't mastered high school level work. Lack of money -- not achievement -- is the main barrier. Our goal is exactly the opposite -- to establish a system where those who can meet world class standards will have the financial assistance to go to college.

We are all involved in a national effort to make American education world class. Colleges and universities should take the lead by developing admission standards that match those of the rest of the world. In addition, we must commit more resources to the development of programs that serve that important half of our young people who are not looking to go to a four-year college. In F.Y. 1991, government grants and loans totaled $18.1 billion. The federal government should begin to evaluate the effect of the funds spent on higher education with an eye towards making performance as important a goal of federal aid as access.

Higher standards for college entrance cannot be achieved fairly without taking steps to make sure that students know what is going to be expected of them and that high schools offer a curriculum that can prepare students for the new standards. The time to begin is now. We know that this approach can work.

In a recent paper entitled "Rethinking Education's Cinderella Reform," Barbara Lerner, a lawyer and psychologist, outlined what I believe to be some simple and effective steps to raise student achievement. Lerner argues that if we apply the lessons of the minimum competency movement which required that students be able to read simple material and perform simple calculations before they could get their high school diploma, we could begin to close the big achievement gap between U.S. students and students in other industrialized nations.

Although assailed by many, the minimum competency movement succeeded and after 15 years of these standards virtually all of our 17-year olds were literate and numerate. The reform worked because there were four identifiable and articulated characteristics. There was a clear standard: can you read and do arithmetic at this level? Second, success at meeting this standard was measurable with a single test. Third, there were important incentives involved: Kids didn't get their high school diplomas until they passed the test. They knew what they were supposed to do and they knew what was at stake. Finally, teachers were free to decide how to get their students to achieve them these standards.

Lerner advocates new, advanced standards for students graduating from high school, entering college and graduating from college. The issue is not can our students achieve at higher levels -- it's figuring out how schools can stimulate them to do so. A system of advanced competencies with clearly articulated goals and incentives could do this.

The major focus of this hearing is teacher training and we have offered our ideas on this important subject. One thing is clear to me, however, a world class standard for college admissions will have a more profound effect on the quality of the nation's teaching force in the future than almost anything else that has or will be suggested to this Committee.

As I indicated earlier, adopting such standards and tying them to federal aid could not be implemented right away. Making eligibility for federal aid dependent on academic performance as well as on economic status would be a big step. We would need to be able to accurately assess a student's ability to do college level work. We would need to establish meaningful standards. We would need to let kids -- and their teachers -- know what was expected of them. We would need to tell parents that their children would be rewarded for good achievement. And, we would need to tell colleges and universities that they would be relieved of the burden of remediation and could return to their basic mission.

If federal aid were tied to performance, students would know that studying hard in high school would pay off later. Gaining admission into college would no longer be automatic. And colleges and universities could move away from being "secondary schools" or remedial schools and become true institutions of higher learning.

Under the system I am proposing, some students would not be eligible for college or university admissions because they would not be ready for college. Our responsibility to those students would not end. We would need to continue efforts to help those who want to go to college to become eligible. We must beef up the availability of non-college career and technical training. The community college system must be expanded and improved in order to do an even better job. Community colleges are important and have roles to play in both college preparation and the provision of training for those who wish to enter the work force without attending a four-year college.

And for those who do not want to go to college, we would also need to work with businesses and urge them to reward students who do well in high school with better jobs and better pay. So students who do not go on to college will know that if they do well in high school, they will improve their prospects for the future. The ripple effect created by higher college admission standards would result in across-the-board improvement in our nation's educational performance.

PELL GRANTS AND AID TO LESS THAN HALF-TIME STUDENTS

Before I turn to the issue of teacher training and recruitment, I would like to briefly comment on two other important issues -- Pell Grants and aid to students who attend school less than half-time.

The AFT proposal for Pell Grants is clear and simple. It provides basic access for a commuter student at a state college. We have recommended increasing the grant to $4,000 from its current level of $2,400. This grant provides for a $1,500 tuition allowance, the average tuition cost at a state college. The $2,500 educational cost allowance is based on the fact that the average cost of books, transportation and board for a commuter student at a state college is now $2,558. This formula is reasonable and fair and states plainly that the first priority is to provide genuine access to an education. The private college student would not get one penny less under this proposal, thus resulting in a gain for both the public and private college student.

I believe that Congress would be making a mistake by not retaining -- and funding -- the Pell Grant provision that provides aid to students who attend school on a less than half-time basis.

The profile of the postsecondary student has changed dramatically. More than 40 percent of college students are above the age of 24, and at community colleges, the average age is 30. The number of part-time students continues to increase, and more students are independent of parental support or head their own households. Our country's economic plight has resulted in more students being forced to change the way they obtain an education.

The aid to less than half-time students provision ensures that those in the greatest categories of need can receive support for a portion of their college attendance costs if circumstances require them to attend less than full-time and are making satisfactory progress. This is a low- cost provision that recognizes the reality that a substantial proportion of those attending college are older, nontraditional students. I urge you to retain this provision.

TEACHER PROFESSIONAL DEVELOPMENT PROGRAMS

Due to the extent of the teacher shortage it must be said that, while federal action is needed and welcomed by the AFT, neither reenactment of Title V of the Higher Education Act -- the teacher training section -- nor an unexpected decision by large numbers of college graduates to enter the teaching force is likely to produce enough qualified teachers to operate schools the way we do today. The shortage of qualified teachers is an immediate problem that must be addressed, but nevertheless may present us with an opportunity to change the way teachers are recruited and trained and to change the way schools now operate.

The AFT propsals submitted to this Committee reorganize Title V and sharpen its focus on two overriding themes: (1) educator recruitment; and (2) professional development. In the area of teacher recruitment, we support the continuation of existing programs and propose creating three new programs -- a new Teacher Corps, Veterans Teacher Corps, and Career Ladder Teacher Corps -- to address the impending teacher shortage and to recruit teachers into shortage areas. In the area of teacher development, we propose creating two new programs -- Professional Practice Schools and Professional Development Grants to Reforming Districts -- to advance professional training and school reform. The AFT has also recommended legislation authorizing federal assistance for research support for the National Board for Professional Teaching Standards.

The three Teacher Corps programs proposed by the AFT would draw participants from different segments of the community. The new Teacher Corps is aimed at training highly qualified teachers to teach in schools serving a high concentration of low-income families. The program would authorize student scholarships and project support to local school districts operating in collaboration with institutions of higher education. Funds would be divided among states based on their Chapter 1 populations and, within states, three-fourths of the funds would be targeted to districts with over 50 percent Chapter 1 populations.

In the early days of the Persian Gulf conflict I watched as reservists of all ages were called upon to serve. It struck me that these men and women would be great role models for students and that they might be interested in becoming teachers. Our Veterans Teacher Corps proposal complements G.I. benefits and enables school districts to inform U.S. military veterans of teaching opportunities and to employ them as teachers. Scholarships and loans would be made available to veterans to assist them in becoming teachers.

The AFT believes there is a need to emphasize the potential for new teacher recruits among individuals currently employed by school districts. A major source of minority teachers exists among paraprofessionals and other current school employees. Our Career Ladder Teacher Corps proposal allows school districts to identify promising paraprofessional and classroom aides, offer them scholarships and supportive services and employ them as teachers upon completion of their education training.

The AFT has extensive experience in this area. We have found that teachers who come out of the school employee ranks start with an edge in experience and have a significantly higher retention rate than those who are new school employees. For example, in Baltimore more than 200 paraprofessionals have become teachers, with an attrition rate of less than 5 percent. The normal teacher attrition in that city is 10 percent. In New York City over the past five years 5,000 paraprofessionals have become teachers and they have less than a 1 percent attrition rate. In 1986-87, the general attrition rate for New York City was 16.2 percent.

Developing new teachers from the ranks of classified school employees can pay big dividends to our school system.

The AFT continues its support of the Paul Douglas Scholarship Program, which provides scholarships to top-ranking high school students who agree to serve as teachers two years for every year of financial aid received. We propose expanding eligibiligy to include college students with a B-average or better who want to transfer into a pre-teaching track.

In the area of professional development and training, we support continuation of the Christa McAuliffe Fellowship program which awards fellowships to outstanding teachers for sabbaticals for research or other educational improvement activities.

The AFT does not support locking professional development into a mold based upon any one model. Many approaches are needed and experimentation should be encouraged. I doubt that we would ever say that any one approach is best for all teachers.

We propose establishing a Professional Practice Schools program which would set up a network of schools that would serve as training centers for new and existing teachers, as laboratories for testing new techniques of teaching and organizing schools, and as generators and repositories of education research. The schools would integrate educational theory and practice, functioning in ways similar to teaching hospitals and would be cooperatively governed by a local school district, a university and school professional groups. Grants under this program would be divided among states based on their Chapter 1 populations, and within states, three-fourths of the funds would go to districts with at least 50 percent Chapter 1 populations.

As you know, there is currently a move afoot to "restructure" education -- to bring the management of teaching and learning to the school level so that teachers have the freedom to accommodate teaching practices to the many different ways students learn. Its spokesmen, myself included, argue that our traditional factory model for school organization creates an environment that is actually unfriendly to student learning. Our proposal for Professional Development Grants to Reforming Districts would allow school districts to meet National Education Goals by implementing top-to-bottom reform in school organization and in professional staff development. Grants would be distributed among the states with a high Chapter 1 population and to high Chapter 1 districts that agree to become "reforming districts." Reforming districts are those that can demonstrate that they have created mechanisms promoting school-wide change, coupled with comprehensive staff development plans.

I would like to take this opportunity to commend Congressman Goodling for introducing the Teacher Leadership Act of 1991, H.R. 2495. It focuses on several important areas of concern: the recruitment of more minorities into teaching; teacher development and new strategies for improved student learning and building partnerships among school districts, institutions of higher learning, state education agencies and the business community.

We look forward to working with you and your staff on this legislation, particularly in the areas of teacher certification and on your proposal for establishing CLASS Academies.

CONCLUSION

This legislation is an important priority for the AFT. I thank Chairman Ford and the members of this Committee for their hard and thorough work in this reauthorization process. The Higher Education bill provides us with an opportunity to make federal support a lever for improving educational performance across the board. It's an opportunity that should not be missed.

HIGHLIGHTS OF THE AMERICAN FEDERATION OF TEACHERS RECOMMENDATIONS ON THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT OF 1965

The reauthorization of the Higher Education Act of 1965, as amended, may be the most important education issue addressed by the 102nd Congress. The AFT has taken a major role in the reauthorization process and has submitted to the U.S. House of Representatives Committee on Education and Labor and the U.S. Senate Committee on Labor and Human Resources a 100-page document outlining its legislative proposals. The AFT recommendations address four priority areas:

I. RIGHTING THE IMBALANCE BETWEEN GRANTS AND LOANS

The AFT proposals re-establish Pell Grants as the primary vehicle to funding a college education. The AFT recommends increasing the maximum grant to $4,000 and reorienting the award formula to fully support the direct education expenses of a commuter student at an average state college.

II. ENSURING EQUITABLE AID TO NONTRADITIONAL STUDENTS

The AFT proposals restore and sharpen aid to less than half-time students in Pell Grants and other programs; bolster the discretionary powers of financial aid officers; ensure fair accounting of dependent care expenses; and allow for improved use of student aid in conjunction with other federal support programs.

III. PROTECTING STUDENTS AGAINST TRADE SCHOOL FRAUD AND ABUSE

The AFT proposals strengthen the oversight activities of the federal government, state governments and voluntary accrediting agencies.

IV. STRENGTHENING TEACHER PROFESSIONAL DEVELOPMENT PROGRAMS

The AFT proposals create new programs to recruit teachers into shortage areas, establish a new Teacher Corps, Veterans Teacher Corps, Career Ladder Teacher Corps and create two new programs – Professional Practice Schools and Professional Development Grants to Reforming Districts – to advance professional development and school reform. The AFT has also recommended legislation authorizing federal assistance for research support for the National Board for Professional Teaching Standards.

TITLE IV

GOAL I. RIGHTING THE IMBALANCE BETWEEN GRANTS AND LOANS

PELL GRANTS. The AFT has recommended that the maximum Pell Grant be raised to $4,000, an increase from the current level of $2,400. The AFT bases its $4,000 grant formula on a $2,500 education cost allowance plus up to $1,500 for tuition, minus the expected family contribution. The AFT has also called for a yearly adjustment based on the Consumer Price Index, thus inserting a level of predictability into the grantmaking process and establishing federal expectations about reasonable levels of cost increase.

The rationale of the proposal is clear and simple. This Pell Grant provides basic access for a commuter student at a state college, realizing the dreams of the founders of the program. The $2,500 educational cost allowance is based on the fact that the average cost of books, transportation and board for a commuter student at a state college is now $2,558. The $1,500 tuition allowance is based on the average tuition costs at a state college.

Most other proposals being discussed do not provide full access to an education for all students and require complicated formulas that result in only a percentage of the tuition being covered. The AFT proposal states plainly that the first priority is to provide genuine access to an education at a local public institution. The private college student would not get one penny less under this proposal, thus resulting in a gain for both the public and private college student.

The Secretary of Education would be required to borrow from the following year's appropriation if funds are insufficient to provide students the grant levels set by Congress for that year. By removing the Department's authority to reduce grants, students would no longer face the uncertainty about whether their grants will be reduced at the last minute if early appropriations estimate falls short of the funds needed.

EXPANDING GRANT AID TO MIDDLE-INCOME STUDENTS. The AFT has proposed that Pell Grant eligibility be expanded to families with incomes up to $43,000, as opposed to the income cap of $35,000 that currently exists.

The effect of this is to insure that middle income students have greater access to grants and to restore the effect of the Middle Income Student Assistance Act of 1978, with income levels adjusted for inflation. That legislation was gutted at the outset of the Reagan Administration.

GOAL II. ENSURING EQUITABLE AID TO NONTRADITIONAL STUDENTS

AID TO LESS THAN HALF-TIME STUDENTS. The AFT supports retention of the Pell Grant provision that provides aid to less than half-time students.

This provision ensures that students in the greatest categories of need can receive support for a portion of their college attendance costs if circumstances require them to attend on a less than half -time basis and are making satisfactory progress. This is a low cost provision that recognizes the reality that a substantial proportion of those attending college are older, nontraditional students.

ENSURING CAMPUS-BASED AID TO PART-TIME STUDENTS. The 1986 reauthorization called upon colleges to provide a "reasonable proportion" of their campus-based aid to part-time students if the college had applied for federal aid partly on the basis of the need exhibited by these students. Federal regulations have, in effect, negated the "reasonable proportion" rule and released schools from having to fulfill this obligation, resulting in only a fraction of aid going to these students.

The AFT proposal gives concrete meaning to the phrase "reasonable proportion" by adding a numerical requirement. If the total financial needs of students attending the institution less than full-time equals or exceeds 5 percent of the institution's federal aid allotment, then an amount equal to at least half of that percentage must be made available to such students. For example, if 20 percent of the students at an institution are less than full-time, the institution must allot 10 percent of its campus-based aid to part-time students.

ASSESSING THE FINANCIAL NEEDS OF NONTRADITIONAL STUDENTS. Independent students should not be expected to contribute a prohibitive portion of their earnings in order to obtain an education. The AFT has proposed three advances in the area of the needs-analysis system.

(l) Financial Aid Officer Discretion. Under the AFT proposal, financial aid administrators would have explicit discretion to use an "estimated year income" basis to assess the financial need of aid applicants who are likely to experience a pronounced reduction in their income at the time of enrollment. The current yardstick of "base year income" is a poor predictor of financial capacity for adult students, who may be displaced workers or homemakers, or individuals whose income is likely to be reduced significantly by the fact of attending school.

(2) Welfare and Food Stamp Conformance. The AFT proposal would change the legislation so that federal student aid is not counted as personal income, in whole or in part, in determining an individual's eligibility for food stamps or welfare. Currently, student aid not directly attributable to tuition and fees is counted against eligibility for food stamps and

welfare programs. Student aid is not welfare and the portion of the student aid attributed to "living costs" should be considered a contribution to education-related costs. Beneficiaries of these programs should not be put in the position of having to choose between securing an education or feeding their families.

(3) Dependent Care. Under the AFT proposal, the costs of caring for children or other dependents shall be considered, along with other factors such as income, assets, number of family members and medical expenses, in determining the family's ability to contribute to college costs. A cap of $3,000 for dependent care conforms with recent average yearly child care costs. Currently, Pell Grant applicants are permitted to count only up to $1,000 toward child care expenses. Because grants are limited to 60% of the costs of attendance, this allowance rarely serves to increase grants.

GOAL III. PROTECTING STUDENTS AGAINST TRADE SCHOOL FRAUD AND ABUSE

The student loan default problem plaguing the nation is largely a function of students enrolling in short-term, narrow, job-based training programs that charge them too much and give them far less training than they need to succeed in their profession, generally low-paying service jobs. By 1989, the default rate for proprietary school students was about 40 percent, compared to about 20 percent for two-year colleges and about 9 percent for four year colleges. Congressional leaders have indicated their opposition to the creation of a separate federal program to support short-term training as opposed to traditional higher education.

The AFT has concentrated on the development of proposals to strengthen the "triad" of agencies that oversee proprietary schools: the U.S. Department of Education, the states, and private accrediting agencies.

FEDERAL RESPONSIBILITIES. The AFT proposal mandates greater federal oversight of federal student financial assistance programs. The Secretary of the U.S. Department of Education would assume primary responsibility for ensuring the administrative and financial integrity of institutions participating in federal aid programs and for guaranteeing that aid recipients receive fair financial treatment. The Secretary would be required to collect from all postsecondary institutions detailed information on revenues, expenditures and profits for publication and inclusion in national data systems. The Secretary would also be given explicit authority to implement differential eligibility requirements in particular circumstances.

STATE LICENSURE. The Secretary of the U.S. Department of Education would be authorized, in consultation with the states, to develop appropriate standards to improve state law and policy pertaining to the operations and enforcement of the integrity of institutions of higher learning. The states would be responsible for licensure and for developing criteria for licensing institutions based on federal guidelines. The states would be responsible for ensuring: (l) that a school's program meets actual employment needs in the state; that the course of study relates to those employment needs, and to state licensure requirement in the field; (2) that the school's program demonstrates an adequate placement and licensure rate; and (3) that adequate information is provided to students about educational costs, student aid, withdrawal rates, job opportunities and placement rates.

ACCREDITING AGENCIES. Under the AFT proposal, no accrediting agency may be approved by the Secretary of the U.S. Department of Education unless the agency meets the standards established by the Secretary. The provision strengthens oversight authority of accrediting agencies and reaffirms the role of these agencies in assessing the academic quality of colleges and career schools.

ABILITY TO BENEFIT. The AFT proposal requires that ability-to-benefit recipients receive independent testing prior to enrollment and receive a high school equivalency certificate within a year of entering a postsecondary education program. It requires that high school equivalency training be provided to them and that their progress be monitored. It provides that aid will be withheld after one year if a high school equivalency has not been achieved, or, in the case of programs lasting one year or less, that the degree of certificate not be issued without having achieved a high school equivalency certificate.

TITLE V

GOAL IV. STRENGTHENING TEACHER PROFESSIONAL DEVELOPMENT PROGRAMS

The AFT has been the leader in highlighting the implications of the national teacher shortage that is nearly upon us. Title V of the Higher Education Act is the government's major vehicle addressing the need to recruit new teachers and to create an atmosphere in which higher education institutions and schools can work together to enhance quality teaching and promote school reform.

The AFT proposals reorganize Title V and sharpen its focus on two overriding themes: (l) educator recruitment; and (2) professional development. In the area of recruitment, the proposal calls for the continuation of existing programs and the initiation of three new Teacher Corps programs. In the area of professional development, new programs are recommended to initiate special professional practice schools and enable educators to meet the demands of school reform.

TEACHER RECRUITMENT

Paul Douglas Scholarship Program. This program, which the AFT was instrumental in establishing, provides scholarships to top-ranked high school students who agree to serve as teachers two years for every year of financial aid received. The AFT continues its support of the Paul Douglas program and proposes expanding the program eligibility to include college students with a B-average or better who want to transfer into a pre-teaching track.

Teacher Corps. The AFT proposes a new Teacher Corps aimed at training highly qualified teachers willing and equipped to teach in schools serving high concentrations of low-income families. The program would authorize student scholarships and project support to local school districts operating in collaboration with institutions of higher education.

Funds would be divided among the states based on their Chapter 1 populations, and, within the states, three-fourths of the funds would be targeted to districts with over 50% Chapter 1 populations. Project activities would include:

(1) offering scholarships and/or loans to students agreeing to serve in target areas;

(2) offering project support to institutions with a state-approved teacher education program that designs creative training, induction and mentoring programs in cooperation with school districts, including community colleges, that enter into articulation agreements with four-year institutions; and

(3) supporting programs that interest teachers in nontarget areas to work in target areas, and to help teachers in target areas work more effectively.

Veterans Teachers Corps. The AFT proposal establishes a new categorical grant program that enables school districts to inform United States military veterans, including Persian Gulf veterans, of teaching opportunities and to employ them in school districts as teachers. Grants would be used to support:

(l) the planning and implementation of informational and outreach programs, designed to complement G.I. benefits, to inform military veterans about teaching opportunities and the qualifications necessary for teaching;

(2) scholarships and loans to veterans to assist them in meeting the qualifications to become teachers; and

(3) support for programs to assist veterans in becoming teachers.

Career Ladder Teacher Corps. The AFT proposal establishes a new categorical grant program that enables school districts to identify promising paraprofessionals and classroom aids, offer them scholarships and supportive services, and agree to employ them as teachers following the completion of their education.

Participating districts would have to ensure:

(1) appropriate access to courses (such as release time, arrangement of courses out of school hours, classes at work site or sabbaticals);

(2) articulation agreements between community colleges and universities; and

(3) an appropriate amount of academic credit for job-related experience, consistent with state licensing standards. Paraprofessionals and classroom aides who enter and complete this program must agree to work in the school district for one year of service for every year of aid upon the completion of training as a teacher.

PROFESSIONAL DEVELOPMENT

Christa McAuliffe Fellowships. The AFT continues its support of this program, which awards fellowships to outstanding teachers to engage in sabbaticals for research or for other educational improvement activities.

Professional Practice Schools. The AFT has proposed an innovative new program that establishes a network of professional practice schools, which would serve as training centers for new and existing teachers; as laboratories for testing new techniques of teaching and organizing schools; and as generators and repositories of educational research. Operated in a collegial framework and cooperatively governed by the local school district, a university (or consortium of universities) and school professional groups, Professional Practice Schools integrate educational theory and practice and function in ways similar to teaching hospitals.

Grants under this program would be divided among the states based on their Chapter 1 populations, and, within states, three-fourths of the funds would be targeted to districts with at least 50 percent Chapter 1 populations.

Professional Development Grants to Reforming Districts. The AFT proposal establishes a new program that enables school districts to meet National Education Goals by implementing top-to-bottom reforms in school organization and in professional staff development.

Grants under this program would be distributed among the states with a high Chapter 1 population and to high Chapter 1 districts that agree to become "reforming districts." Reforming districts are those that can demonstrate that they have created district-level mechanisms promoting school-wide change, coupled with comprehensive staff development plans. Districts must demonstrate that:

(1) the reform policies are targeted to the objectives of the national goals;

(2) they have established partnerships that include teachers, professional associations, higher education institutions and administrators; and

(3) staff will receive time subsidies for their participation in professional development activities. Some of the activities permitted under this grant would include professional training (administrator, teacher and paraprofessional); experiments with technological innovations in the classroom; staff training and support activities focused on math, science and literacy, and engagement of federally funded research labs and centers in a consultative and support role.

National Board for Professional Teaching Standards. The AFT supports legislation to provide research support for the National Board for Professional Teaching Standards. The idea for the Board was first proposed by AFT President Albert Shanker in a speech before the National Press Club in 1985. The Board, which came into existence in 1987, has requested federal assistance to pay for research to help develop testing instruments for the teaching profession similar to those used in other professions and to promote the improvement of preservice and inservice training for educators.

CONCLUSION

The AFT proposals will significantly strengthen the Higher Education Act of 1965 and refocus and improve the federal role in postsecondary education. By restructuring the Pell Grant, we would reverse the imbalance between loans and grants, greatly increasing access to higher education and, for the first time, assure access to a local community or state college. By revamping the financial needs-analysis system for adult students and by reviving aid to students attending less than half-time, we would assure that needy adults with the ability and motivation to obtain a college education are given a fair break.

By strengthening the regulation of for-profit trade schools and requiring that ability-to-benefit students receive high school equivalency training, we would create, in effect, a consumer bill of rights for students in short-term training programs. By greatly enhancing support for the training of elementary and secondary school teachers and college faculty, we would go a long way toward reversing the catastrophic teacher shortages expected to hit all levels of education during this decade.

May, 1991

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TESTIMONY ON TITLE V OF THE HIGHER EDUCATION ACT

before the
Subcommittee on Postsecondary Education

of the
Committee on Education and Labor
U.S. House of Representatives

presented by
Joseph Fernandez, Chancellor
New York City Public Schools

on behalf of
The Council of the Great City Schools

July 11, 1991
Washington, D.C.

Testimony on Title V of the Higher Education Act

before the
House Subcommittee on Postsecondary Education
on behalf of
The Council of Great City Schools

Mr. Chairman, my name is Joseph Fernandez. I am the Chancellor of the New York City Public Schools and the Secretary/Treasurer of the Council of the Great City Schools. I am pleased to appear before you this morning on behalf of my city and of the Council and its member urban school systems.

Currently in its 34th year, the Council of the Great City Schools is a national organization comprised of 47 of the nation's largest urban public school systems. On our Board of Directors sit the Superintendent and one Board of Education member from each city, making the Council the only independent education group so constituted and the only one whose membership and purpose is solely urban.

The Council's membership serves over five million inner-city youths or approximately 12.5% of the nation's public school enrollment. About one-third of the country's African-American children, 27% of its Hispanic children, and 20% of the nation's Asian children are being educated in our schools. And nearly 35% of the nation's poor children are found in our 47 cities.

Mr. Chairman, I thank you for the opportunity to testify on Title V of the Higher Education Act, "Educator Recruitment, Retention, and Development." With your permission, I would like to focus my remarks this morning on three areas: 1) the challenges that urban schools face in teaching; 2) the programs that many of our cities have instituted to meet those challenges; and 3) our recommendations for expanding Title V.

I. Urban Challenges in Teaching

First, we see the challenges to cities falling in three broad categories: attracting teachers, retaining teachers, and training teachers.

A) Attracting Teachers: While many debate the extent of the pending national teacher shortage, the problem for the inner-cities is here and now. It is a five part issue.

1. Persistent Overall Teacher Shortages. Teacher shortages in urban areas are 2.5 times higher than the national average according to data from the National Center on Education Statistics. In general, our teachers are older, have more teaching experience, and have been in-system longer than average. At the same time, our new teachers turn-over more rapidly than average.

2. Specialized Area Shortages. Sometimes the number of teacher vacancies in cities are deceptive because districts may have enough teachers overall but suffer from shortages in critical specialty areas. Shortages of math and science teachers are common but the need for urban teachers in special education, bilingual education and pre-school education is critical. The result is often that school districts must assign teachers out-of-field or issue emergency or alternative certificates, strategies often unacceptable to teacher groups.

3. Shortages of Minority Teachers. The nation is also experiencing a well-documented shortage of minority teachers. African-American teachers have now fallen below 7% of the nation's total teacher pool at the same time the percentage of African-American students has risen to about 17% of the nation's enrollment. The truly dramatic disparities exist in our own cities, however, where, in the aggregate the student enrollment of urban schools is about 70% minority and 30% non-minority; yet, the teaching force is about 32% minority and 68% non-minority.

4. Lack of Interest in Teaching in Cities. The sad truth is that most teachers would rather teach almost anywhere but in the inner cities. One explanation is that 80% of new teachers want to teach within 50 miles of their home, and only 1 in 20 call a big city home. The upshot is that only 16% of current teacher education students want to teach in an urban public school. The problem is made worse by negative perceptions of urban schools. One solution, of course, is for the cities to "grow their own" teachers, but urban dropout rates of 25%-to-40% eliminate many potential teachers, others move into vocational or technical trades, the military, or college, but only half finish--and those who do usually pick other careers. By that time, the pipeline of potential teachers for urban schools has narrowed to a soda straw.

5. Disappearing Salary Differentials and Low Pay. Urban schools have relied for a long time on higher salaries to coax teachers into the inner city. But this differential has evaporated as states responded to the "Nation At Risk" report

in 1983 by uniformly raising teacher salaries. In 1980-81, urban schools paid their teachers about 10.6% more than the national average; by 1987-88 they paid them just 3.5% more. Teachers, in general however, continue to be paid well below their value to society, thereby hurting all schools' ability to attract qualified people.

B) Retaining Teachers: While most of our teachers are pleased with their career choice, urban teaching is not easy. We cannot gloss over our substandard facilities, overstretched resources, students with profound multiple problems, and the social environment outside the school yard.

1. Inferior Working Conditions. A 1989 study by the Institute for Educational Leadership (IEL) concluded that urban teachers work under conditions that are dramatically worse than other teachers. These conditions include cramped and crumbling buildings and facilities, heavier workloads, larger classes than average, fewer resources and books, and more discipline problems. All these factors make it more difficult for urban schools to keep teachers once they have been recruited.
2. Lack of Decision-Making Authority. Perhaps more important to individual teachers are the professional frustrations: lack of respect and recognition, limited opportunities for collegiality, inadequate professional development, and lack of decision-making authority. In fact, the lack of professionalism is second only to low salary as the reason teachers give for leaving teaching.

C) Training Teachers: To meet our nation's future demands, today's teachers need to be highly qualified professionals, knowledgeable about their subjects and methods. Recent reform reports, however, conclude that we are far from achieving that goal. Too often, low ability students seek schools of education, and once they are hired as teachers, school systems often do little for their professional development.

1. Inadequately Prepared Teachers. Today's teacher is better educated, more experienced and harder working than the teacher of a decade ago. Still, the training teachers receive is rarely sufficient to prepare them to be inner-city teachers. Most urban teachers, in fact, rate their education courses as inadequate in preparing them for life in a big city public school.

2. Lack of Inservice Training. Finally, teaching requires ever greater levels of in-service training. This is especially true in cities where changing demographics and high needs place new demands on teachers to find successful instructional strategies; where technology is constantly changing; and where new reform efforts are placing more decision-making power in teachers' hands.

II. What Urban Schools Are Doing About The Teaching Challenges

These challenges appear insurmountable but there is much urban schools are doing to address them. I call your attention to the Council's 1988 report "Teaching and Leading in the Great City Schools" which describes over 180 urban programs designed to boost the pay, the status, and the performance of teachers.

The Pittsburgh Public Schools have designed and implemented one of the most comprehensive in-service training programs in the country for its teachers and have operated a highly successful minority teacher recruitment effort. After 18 months of planning with hundreds of teachers and administrators, Pittsburgh implemented its well-known Schenley Teacher Training Center that provided in-service training to over 900 secondary school teachers between 1983 and 1987. Results showed not only improved instructional skills and updated knowledge in content areas but the program lead to a systemwide teacher effort to transform every high school in the district into a "center of excellence". The city has also instituted a cooperative program with several Historically Black Colleges to recruit minority teachers into the school system.

In Miami, the Dade County Public Schools are continuing their ground-breaking site-based management and restructuring effort by moving ever more decision-making authority from the central office to teachers at the building level. While preliminary evaluations have been mixed on the effort's impact on student achievement, the program continues to be a major selling point for recruiting new teachers into the system and re-energizing those already there.

Although the effort suffers periodic set-backs, the Rochester Public Schools continue to pursue a comprehensive plan to raise the pay of city teachers to levels comparable to other professions. The effort involves all teachers in the system and establishes new categories of teacher professional status.

In general, city public schools are leading the nation in innovative efforts to recruit and retain teachers, and to move greater authority into their hands. Urban school systems are also significantly expanding their cooperative ventures with colleges and universities to better prepare teachers for the classroom.

III. What the Federal Government Can Do

The Congress has an important role to play in helping us recruit, train and keep qualified teachers, particularly in urban areas. As a start, the Council of Great City Schools has proposed to the Committee the "Teachers' Professional Development Act", the text of which we have included in the appendix of this testimony. We are proposing this legislation for your consideration in amending Title V of the Higher Education Act.

I would like to devote the remainder of my testimony to describing it and to commenting on the "Teacher Leadership Act" (H.R.2495). The purposes of the "Teachers Professional Development Act", which has not been introduced in either House or Senate, are to increase the number of minority teachers in the workforce, to encourage more urban youngsters to pursue careers in teaching, to provide school-based in-service teacher training, to encourage collaborative school and university programs in teacher training, to recruit more individuals from the corporate sector into teaching and to pilot-test efforts to enhance the professionalization of teaching.

A) Teacher Professional Enhancement: The proposed legislation would authorize $25 million annually to establish and evaluate a range of education reform efforts relating to teaching. Projects would be competitive and eligible recipients could include LEAs, universities or consortia. Activities under the bill would include evaluations of such local efforts as site-based management, career ladders, alternative routes to certification, mentoring, incentive pay and others.

B) Teacher Recruitment: The proposed bill would authorize $100 million in competitive discretionary grants to LEAs, institutions of higher education or consortia for a range of efforts to recruit individuals, particularly minorities, into teaching. Activities would include programs at the local level to train and upgrade current teacher aides to be fully certified teachers, to expand and encourage "future teacher" and "grow-your-own teacher" projects, collaborative efforts between universities and schools to establish and operate "fifth year" teacher training efforts, and information campaigns to recruit individuals into teaching. Particular focus would be placed on recruiting minority teachers to fill critical shortage areas. The bill would also authorize the Secretary to waive college loans if a student agreed upon graduation to work as a teacher in a public school whose enrollment was at least 50% minority.

C) Inservice Teacher Training: This part of the proposed bill would authorize $250 million in formula grants to LEAs operating in collaboration with a local college or university to design and conduct in-service teacher training programs. Attention would be given to preparing non-teachers to move into the classroom, to upgrade current teacher skills in subject area and methodology, and to retrain current teachers to move into critical shortage areas. The proposed bill would also authorize funds for a National Academy for Teachers to serve as a clearinghouse and training center.

Mr.Chairman, I would also like to call your attention to H.R.2495 sponsored by Mr. Goodling. While the Council would like to submit technical recommendations on the bill under separate cover, we think the proposal is extremely positive and would urge the Committee to incorporate its provisions into amendments to Title V. The Council is pleased to endorse this bill.

Mr.Chairman, that concludes my testimony. I would be happy to answer questions. I congratulate the Committee on its leadership in this area. Thank you very much.

SELECTED STATISTICS ON URBAN SCHOOL TEACHERS

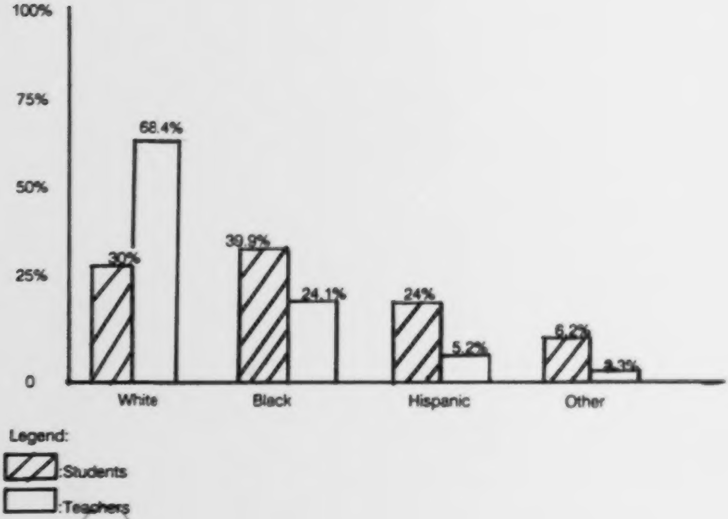
- Number of teachers in Great City public school systems: 272, 084
- Percentage of teachers in Great City Schools who are minority: 85,978 (32%)
- Percent of nation's minority teachers working in Great City Schools: 56%

- Average years of experience of teachers in Great City Schools: 15
- Average number of days on duty for teachers in Great City Schools: 186
- Average pupil/teacher ratio in Great City Schools: 18.7:1
- Average salary of teachers in Great City Schools, 1987-88: $29,218

- Number of new minority teachers that would have to be produced annually to fill the current demand for minority teachers (based upon the percentage of minority students): 50,000
- Approximate number of minority college students graduating with degrees in education annually: 14,000
- Percent of current teacher education students who want to teach in an urban school as their first assignment: 16%
- Percentage of general teaching force that will be black in 1990: 5%
- Extent of teacher shortages in central city schools as compered to the extent of teacher shortages in all schools: 2.5 times the shortage

- Percentage of city teachers who feel respected by society: 39%
- Percentage of urban teachers who would not teach if they could start over: 13%
- Percentage of urban schools where teachers rate professional development opportunities as inadequate: 58%
- Percentage of urban teachers who report having no say in selecting textbooks or materials: 36%
- Percentage of urban schools where teachers report working in inadequate buildings: 52%
- Average number of students more per day a big city teacher teaches than a small-district teacher teaches: 23 more students
- Average number of hours per week urban teachers spend on instructional duties without pay: 9.2 hours
- Percentage of urban schools where teachers rated their resources as inadequate: 81%
- Percentage of current education majors who report being inadequately trained to deal with "at-risk" students: 29%
- Percentage of urban schools where teachers report poor student discipline: 77%

COMPARISON OF RACIAL COMPOSITION OF GREAT CITY SCHOOL STUDENT AND TEACHERS



APPENDIX

TEACHERS' PROFESSIONAL DEVELOPMENT ACT

SECTION 1. SHORT TITLE.

This Act may be cited as the "Teachers' Professional Development Act".

SEC. 2. STATEMENT OF PURPOSE.

It is the purpose of this act to strengthen the Nation's teaching force by establishing programs of financial assistance that will-

(1) explore new methods of enhancing the professional satisfaction of teachers;

(2) increase the proportion of minority teachers in the workforce;

(3) offer incentives for qualified individuals to teach in local educational agencies and public elementary and secondary schools with high proportions of minority students;

(4) encourage talented individuals to pursue careers in teaching, particularly in academic disciplines in which shortages of qualified teachers exist or are projected;

(5) retrain teachers and update the skills of teachers; and

(6) attract individuals who have left teaching to reenter the profession.

SEC. 3. AUTHORIZATION OF APPROPRIATIONS.

(a) TEACHING PROFESSIONS PILOT GRANTS.-There are authorized to be appropriated $25,000,000 for fiscal year 1992 and each of the 2 succeeding fiscal years to carry out the provisions of section 4.

(b) TEACHER RECRUITMENT INCENTIVE GRANTS.-There are authorized to be appropriated $100,000,000 for fiscal year 1992 and for each of the 8 succeeding fiscalyears to carry out the provisions of section 5.

(c) INSERVICE TEACHER TRAINING GRANTS.-There are authorized to be appropriated $250,000,000 for fiscal year 1992 and for each of the 8 succeeding fiscal years to carry out the provisions of section 6.

(d) NATIONAL ACTIVITIES.-(1) There are authorized to be appropriated $5,000,000 for fiscal year 1992 and each of the succeeding fiscal years to carry out the provisions of section 7(a).

(2) There are authorized to be appropriated $500,000 to carry out provisions of section 7(b).

(e) LOAN FORGIVENESS FOR TEACHER IN SCHOOLS WITH SUBSTANTIAL ENROLLMENTS OF MINORITY STUDENTS.-There are authorized to be appropriated such sums as may be necessary for fiscal year 1992 and each of the 8 succeeding fiscal years to carry out the provisions of section 8.

SEC. 4. TEACHING PROFESSIONS PILOT GRANTS.

(a) SELECTION PROCEDURE.-From amounts appropriated pursuant to section 3(a) the Secretary shall make grants to local educational agencies, institution of higher education or consortia thereof to plan and implement teaching professions pilot grant on the basis of competitive selection among qualifying applicants. In making such grants, the Secretary shall provide for an equitable distribution of funds by geographic area and shall fund only applicants whose applications propose programs of sufficient size, scope, and quality to be value as a demonstration.

(b) USE OF FUNDS.-Funds provided pursuant to section 3(a) may be used to plan and implement pilot programs to enhance the professional status, governance role, and professional satisfaction of teacher. Such pilot programs may include programs which-

(1) use differential staffing patterns (such as career ladders and job-sharing) for teachers;

(2) provide incentive pay to teachers;

(3) employ experienced teachers as mentor or master teachers;

(4) increase teacher involvement in policy and governance decisions, such as decisions related to curriculum, class size, staff hiring, and the role of teacher aides;

(5) decentralize management so that decisions are made at the school level and with the participation of teachers;

(6) promote research on effective techniques to recruit, train, and reward teachers; and

(7) foster coordinated activities with teacher associations or institutions of higher education.

(c) DURATION OF GRANTS.-Grants under this part may be awarded for a period not to exceed 3 years.

(d) EVALUATIONS.-Each local educational agency, institutions of higher education, or consortia receiving a grant under this section shall evaluate the effectiveness of the pilot program at the end of the grant period. Each local educational agency shall submit the results of such evaluation to the Secretary.

(e) APPLICATION.-Each local educational agency, institutions of higher education or consortia desiring a grant or contract under this Act shall submit an application at such time, in such manner, and containing such information as the Secretary may reasonably require.

SEC. 5. TEACHER RECRUITMENT INCENTIVE GRANTS.

(a) ESTABLISHMENT OF PROGRAM.-(1) From amounts appropriated pursuant to section 3(b) the Secretary shall make grants on the basis of competitive selection among applicants that qualify pursuant to subsection (b) to-

(A) eligible local educational agencies for local recruitment programs described in subsection (d); and

(B) eligible local educational agencies (or consortia of such agencies) and eligible institutions of higher education, applying jointly, for teacher preparation programs described in subsection (e).

(2) The Secretary shall annually determine the amount of funds to be reserved for programs under subsection (d) and programs under subsection (e) on the basis of the number of applicants and the funding needs for each type of program.

(b) ELIGIBILITY.-(1) A local educational agency is eligible to receive a grant under this section if the enrollment of minority students in the schools of the agency equals or exceeds 30 percent of the total enrollment of such agency.

(2) An institution of higher education is eligible to receive a grant under this section only if-

(A) the institution of higher education offers a course of study leading to teacher certification; and

(B) the institution of higher education applies jointly with an eligible local educational agency for a program described in subsection (d).

(c) PRIORITIES FOR AWARDS.-(1) In making grants for programs described in subsections (d) and (e), the Secretary shall give priority to projects which will help prepare minority individuals to teach in academic disciplines in which shortages of qualified teachers exist or are projected to exist at the time the application is made.

(2) In making grants for programs described in subsection (e), the Secretary shall give priority to applicants who are from institutions of higher education which qualify for assistance under part B of title III of the Higher Education Act of 1965.

(d) LOCAL RECRUITMENT PROGRAMS.-Each eligible local educational agency having an application approved pursuant to subsection (f) shall use grants received from funds made available for this subsection for-

(1) programs that provide tuition assistance, stipends, and other forms of educational support to individuals who are currently employed as teacher aides in the schools of the local educational agencies, to assist such individuals in entering and completing courses of study at an institution of higher education that lead to teacher certification; or

(2) pilot programs, including pilot programs operated in conjunction with youth organizations such as the Future Teachers of America, to encourage secondary school students (especially minority students) to pursue careers in teaching.

(e) JOINT TEACHER PREPARATION PROGRAMS.-(1) Each eligible local educational agency and eligible institution of higher education having an application approved pursuant to subsection (f) shall use grants received from funds made available for this subsection to plan and implement 5-year, cooperative programs of teacher training, in which students complete 4 years of preparation for a teaching certificate and spend a fifth year participating in a teacher training program operated jointly by the institution of higher education and one or more local educational agencies.

(2) Grants under this subsection may also be used to provide tuition assistance and scholarships for promising students to participate in joint teacher preparation programs.

f) APPLICATION -- Each local educational agency and institution of higher education desiring a grant or contract under this Act shall submit an application at such time, in such manner, and containing such information as the Secretary may reasonably require.

SEC. 6. INSERVICE TEACHER TRAINING GRANTS.

(a) ESTABLISHMENT AND DISTRIBUTION --

From amounts appropriated pursuant to section 3(c) the Secretary shall make grants to local educational agencies to plan and implement inservice teacher training programs. The Secretary shall make grants on the relative basis of the amount each local educational agency receives under chapter 1 of title I of the Elementary and Secondary Education Act of 1965 in the year preceding the fiscal year for which the determination is made.

(b) USE OF FUNDS -- Funds provided pursuant to section 3(c) may be used by local educational agencies to plan and implement inservice training programs for teachers in mathematics, science, foreign languages, technology, the humanities, and pedagogical skills. Such programs may include --

(1) training in academic disciplines in which shortages of qualified teachers exist or are projected;

(2) retraining to help teachers move into other academic disciplines to fill shortages;

(3) recruitment and retraining of individuals who have left teaching to prepare such individuals to fill shortages; and

(4) recruitment and training of individuals with special experience in the private sector or military to qualify such individuals to fill classroom vacancies on a temporary basis.

(c) APPLICATION -- Each local educational agency desiring a grant or contract under this Act shall submit an application at such time, in such manner, and containing such information as the Secretary may reasonably require in conjunction with an institution of higher education.

SEC. 7. NATIONAL ACTIVITIES.

(a) NATIONAL ACADEMY FOR TEACHING--

From amounts appropriated pursuant to section 3(d)(1) the Secretary shall, through grant, contract, or other arrangement with a public agency or private nonprofit institution or organization, establish a National Academy for Teaching. The Academy shall --

(1) serve as a clearinghouse for research, evaluations, and model programs regarding the professional development, recruitment, and training of teachers;

(2) disseminate information about such research, evaluations, and model programs (including pilot programs conducted under sections 4 and 5); and

(3) train or retrain elementary or secondary school teachers and principals.

The Academy shall not have the authority to certify or license teachers.

(b) STUDY OF PENSION PORTABILITY -- From amounts appropriated pursuant to section 3(d)(2) the Secretary shall conduct a study of the feasibility of permitting teachers and administrators to transport pension benefits among States and among local educational
agencies.

SEC. 8. LOAN FORGIVENESS FOR TEACHERS IN SCHOOLS WITH SUBSTANTIAL ENROLLMENTS OF MINORITY STUDENTS

(a) IN GENERAL -- (1) Notwithstanding the provisions of the Higher Education Act of 1965, the Secretary shall, in accordance with the provisions of this section, cancel the obligation to repay a Stafford loan (a loan made, insured, or guaranteed under part B of title IV of the Higher Education Act of 1965) for any borrower who is employed as a full-time teacher in a public elementary or secondary school of a State or local educational agency in which the enrollment of minority students equals or exceeds 50 percent of the total enrollment of such school.

(2) The Secretary is authorized to issue such regulations as may be necessary to carry out the provisions of this section.

(b) LOAN CANCELLATION -- (1) For each academic year in which the borrower of any Stafford loan is employed as a full-time teacher in a school described in subsection (a), the Secretary shall cancel the obligation to repay 20 percent of the total amount of each such loan. The total period for which cancellation may be made under this subsection shall be 5 years.

(2) If a portion of a loan is canceled under this subsection for any year, the entire amount of interest on such loan which accrues for such year shall be canceled.

(c) REPAYMENT OF ELIGIBLE LENDERS--
From amounts appropriated pursuant to section 3(e), the Secretary shall pay to each eligible lender and holder for each fiscal year an amount equal to the aggregate amount of Stafford loans which are canceled pursuant to this section for such year.

(d) APPLICATION FOR CANCELLATION -- Each individual desiring a cancellation under this Act shall submit an application at such time, in such manner, and containing such information as the Secretary may reasonably require.

(e) DEFINITION -- For the purpose of this section, the term "eligible lender" has the meaning provided by section 435(d) of the Higher Education Act of 1965.

(f) EFFECTIVE DATE -- The provisions of this section shall take effect 90 days after the date of enactment of this Act.

SECTION 9. DEFINITIONS.

As used in this Act, the term --

(1) "institution of higher education" has the meaning provided in section 435(b) of the Higher Education Act of 1965;

(2) "local educational agency" has the meaning provided by section 1471(c)(12) of the Elementary and Secondary Education Act of 1965;

(3) "Secretary" means the Secretary of Education; and

(4) "State educational agency" means the officer or agency primarily responsible for the State supervision of public elementary and secondary schools.

SECTION 10. EFFECTIVE DATE.

The provisions of this Act shall take effect on October 1, 1991.

HEARING ON THE REAUTHORIZATION OF HIGHER EDUCATION ACT OF 1965

TUESDAY, JULY 16, 1991

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 9:30 a.m., Room 2175, Rayburn House Office Building, Hon. William D. Ford [Chairman] presiding.

Members present: Representatives Ford, Miller, Payne, Serrano, Andrews, Jefferson, Roemer, Kildee, Coleman, Molinari, Goodling, Roukema, and Henry.

Staff present: Thomas Wolanin, staff director; Diane Stark, legislative associate; Jack Jennings, education counsel; Gloria Gray-Watson, administrative assistant; Brent Lamkin, staff assistant; and Kathleen Gillespie, minority counsel.

Chairman **Ford**. Today, we convene the Subcommittee on Postsecondary Education's 36th of 44 hearings on the reauthorization of the Higher Education Act of 1965. Today's hearing is the second of two on Title V of that act, which is concerned with educator recruitment, retention, and development.

Through the reauthorization of Title V, Congress must take action to further assist the Nation's institutions of higher education and elementary and secondary schools in improving the quality of the existing and future teaching force. Currently funded Title V programs have made significant contributions to education, but much more needs to be done to improve the skills of teachers and to recruit individuals from more diverse backgrounds into the teaching profession.

I look forward to hearing from our witnesses today. I am certain that with their assistance we will be able to craft legislation that will address the needs of teaching and the teaching force in this country.

Tom is reminding me that I should make a point, once again, of welcoming in public Gary Hawks, the acting superintendent of the Department of Education in the State of Michigan, and Cecil Miskel, the dean of the School of Education of the University of Michigan, who are part of our panel today.

With that, Mr. Coleman?

Mr. **Coleman**. Mr. Chairman, I too welcome our panel members and apologize to them for having to leave shortly to go to another committee where we are marking up important legislation. I will, however, be reviewing their testimony and I look forward to those comments they will make while I am present. Thank you, Mr. Chairman, for yielding to me.

Chairman **Ford**. Thank you.

Mr. Henry?

Mr. **Henry**. Thank you, Mr. Chairman. I just want to apologize on behalf of the committee and the Chairman, in the most positive sense of the term. Obviously, the Chairman can't anticipate what the entire schedule of Congress is going to be when he schedules these panels.

We have some very distinguished panelists this morning, but just so our witnesses are aware, the Democratic Party is going into caucus shortly, the Republicans have a Whip organization, Mrs. Roukema has to be in a meeting shortly on tomorrow's legislation.

It's unfortunate that we can't have more of our people here to interact with you on your testimony. We just ask for your appreciation and understanding of that fact. With that, Mr. Chairman, I would yield back. Thank you.

Chairman **Ford**. Gentlelady from New Jersey?

Mrs. **Roukema**. I have no statement, Mr. Chairman.

Chairman **Ford**. Thank you. The first and only panel for today will be Gary Hawks; Dr. Cecil Miskel; The Honorable John D. Perry, New York Senate, Albany, New York. Where is John, I didn't see him here? Oh, I'm sorry John. Dr. Antoine Garibaldi, Dean of Arts and Sciences, Xavier University in New Orleans; Dr. Jack R. Anderson, Superintendent of Schools, East Ramapo Central School District, Spring Valley, New York; Dr. Raphael Nystrand, Dean, School of Education, University of Louisville, Louisville, Kentucky; and Dr. James Garbarino, President, Erikson Institute for Early Childhood Education in Chicago, Illinois. Will you come forward, please?

Without objection, the prepared statements of the witnesses will be inserted in the record immediately following the point at which each of them makes their oral presentation. You may proceed to summarize or supplement in any way you wish your written testimony.

Does the gentleman from Indiana wish to make any comment before we start?

Mr. **Roemer**. No, Mr. Chairman.

Chairman **Ford**. We will start first with Mr. Hawks.

STATEMENTS OF GARY HAWKS, ACTING SUPERINTENDENT, DEPARTMENT OF EDUCATION, STATE OF MICHIGAN, LANSING, MICHIGAN; CECIL MISKEL, DEAN, SCHOOL OF EDUCATION, THE UNIVERSITY OF MICHIGAN, ANN ARBOR, MICHIGAN; THE HONORABLE JOHN D. PERRY, NEW YORK STATE SENATE, ALBANY, NEW YORK; ANTOINE GARIBALDI, VICE PRESIDENT OF ACADEMIC AFFAIRS, XAVIER UNIVERSITY, NEW ORLEANS, LOUISIANA; JACK R. ANDERSON, SUPERINTENDENT OF SCHOOLS, EAST RAMAPO CENTRAL SCHOOL DISTRICT, SPRING VALLEY, NEW YORK; RAPHAEL NYSTRAND, DEAN, SCHOOL OF EDUCATION, UNIVERSITY OF LOUISVILLE, KENTUCKY; JAMES GARBARINO, PRESIDENT, ERIKSON INSTITUTE FOR EARLY CHILDHOOD EDUCATION, CHICAGO, ILLINOIS

Mr. **Hawks**. Thank you and good morning, Mr. Chairman, and members of the subcommittee.

On behalf of the members of the Michigan State Board of Education, the Michigan Department of Education, the Michigan Higher Education Assistance Authority, and the Michigan Higher Education Student Loan Authority, I wish to bring their greetings and to express my appreciation to the subcommittee for this opportunity to testify regarding the reauthorization of the Higher Education Act of 1965.

As the interim superintendent of Public Instruction for the State of Michigan, for the second time, I recognize the importance of the legislation which directly impacts both secondary education in Michigan and in the country. I totally concur with Chairman Ford's perspective that the reauthorization is the most important education issue in the 102nd Congress.

In response to a previous request, on April 5, 1991, I provided Chairman Ford with the attached document entitled, "Comments on Reauthorization of the Higher Education Act of 1965, as Amended." The recommendations contained in this document focus on student financial aid issues. These comments and recommendations were received favorably by the Michigan State Board of Education at its meeting on March 27, 1991.

In addition, the Michigan Higher Education Assistance Authority and the Michigan Higher Education Student Loan Authority, the statutory bodies comprised of members appointed by the governor, that oversee State and Federal student financial assistance programs, have reviewed the several policy considerations contained in the document.

My remarks today are related specifically to the following areas: number one, altering financial assistance to emphasize grants rather than loans and improving the current loan program as opposed to creating a new direct loan program; number two is increased emphasis on quality of teaching and professional development of K–12 teachers and higher education faculty; number three is increased representation of minority students and professionals in higher education; number four, postsecondary support for school reform; number five, building linkages between business and education; and number six, international/global education.

Specific comments on altering financial assistance to emphasize grants rather than loans and improving the current loan program as opposed to creating a new direct loan program:

There has been, as you know and have heard before several times in other testimony, a shift in Federal policy concerning student financial aid during the past decade, as evidenced by the fact that virtually all of the increases in Federal student aid from 1980 to 1988 have been in the form of loans. Increases in the total amount of Pell grants awarded in the early 1980s were offset by decreases in the amount of grant aid awarded under the veteran's programs, and by elimination of the grant assistance provided through the Social Security Administration.

The implications of the policy shifts are numerous and far reaching. In providing secondary experiences, we are saddling students with tremendous debts that can exceed $50,000 upon graduation. If this trend continues, it could impact the freedom of access and choice, as well as have an undue influence on the course and length of studies that students may wish to pursue. This has a clear impact on student career choices.

The higher default rate that is associated with this shift from grants to loans is now impacting Michigan postsecondary education institutions. Several Michigan institutions enrolling and serving large numbers of non-traditional, low-income, minority, and female students, have experienced default rates which exceed 35 percent.

Based on recent amendments to the law, these institutions may lose their eligibility to participate in the guaranteed loan program. This jeopardizes the future of those institutions. These institutions have provided educational opportunities to many Michigan citizens that were not available under more traditional postsecondary programs.

Many college graduates are now accumulating college loan debts that they are unable to repay as they begin their careers. For those students that are unable to graduate, it creates even further difficulties for them. Furthermore, the increased reliance on student loans exacerbates the socioeconomic differences; the loan burden for the high-income family student is less of a consequence than for the low-income family student.

Research confirms that defaults are more likely to occur for first-year students who are low income family students. Loans should not be targeted to those students, who represent the largest percentage of failure, for the sake of the program's integrity and for the sake of the students. Students who default must live with their academic failure as well as their financial failure.

As a result of our Michigan experience in administering a broad array of programs including but not limited to the Michigan Guaranty Agency, direct lending, State secondary market, our new alternative loan program, campus-based aid programs, and State scholarship and grant programs, the following are my specific recommendations for Title IV of the act:

First, outlays for Pell grants should be increased with annual increments linked to college cost increases; second, the supplemental education opportunity and State student incentive grants should be increased in lieu of increases for loan programs; and third, grants should be frontloaded during the first 2 years of college, proportionately progressing from gift aid to self-help funding as the student progresses in credits toward graduation.

Unlike many of its sister agencies in other States, the Michigan Guaranty Agency is in a financially strong position. In support of gift aid rather than loan assistance, it seems that it would be most appropriate for the law to allow financially strong guaranty agencies to direct any funds, beyond the maintenance of a healthy reserve, to gift aid programs that would benefit the students in their States, should such funds be available.

This would promote more efficient management of guaranty agencies, rather than encouraging spending of such funds for other purposes to avoid future spend-downs as experienced several years ago. Without question, this is in keeping with the intent of the act and results in better use of any such funds to the benefit of the postsecondary students we are dedicated and who need to have the service.

In addition, we in Michigan strongly oppose any proposal to replace the existing GSL program with a direct loan program and are in total agreement with the Administration's recommendation not to implement a direct loan program at this time.

Secretary of Education Lamar Alexander has recently identified a number of issues regarding the direct loan proposal, which include increased Federal debt, increased risk to the Federal Government, and the fact that the United States Department of Education is not prepared to handle the management of a direct loan program. I concur with the Secretary's concerns.

In addition, the following broad issues are associated with the direct loan program concept. First, the availability of loans could be jeopardized. The current Guaranteed Student Loan program has been remarkably stable. The new program might be subject to annual attempts to cap new loan volume, especially in difficult economic times. If this were to occur, schools would receive allocations of loan authority and face loan shortages.

Second, the current program will continue, increasing complexity. Many colleges have expressed concern that the new program could expose them to financial liabilities if their direct loans were not properly made. Other schools have simply said they are interested in education, not commercial banking. In order to accommodate these schools, it is assumed that the current program would continue to operate as the new direct program. Thus, program administration for the United States Department of Education would be greatly increased and not decreased.

Third, the administrative burden on schools could increase. Colleges should not assume that a direct loan program will be easier to run. There are serious questions as to whether the United States Department of Education will be able to administer the program competently. Some colleges with experience under he old federally Insured Student Loan program, the FISL program, question whether the department has the capacity to operate a new loan program, given their present difficulties.

Fourth, the current program could lose lender support. If a direct loan program is established and large numbers of large public and private four-year colleges opt to participate in it, a substantial portion of the student loan market will disappear immediately. Lenders, left with only the less attractive loan-making opportunities such as community college and proprietary school students, may find it economically impossible to continue to make guaranteed student loans. If this would be the case, a serious borrower access problem could be created.

Fifth, the program would lose its competitive nature. The competitive marketplace, by its inherent nature, has required guaranty agencies, lenders, and secondary markets to continually enhance both the quality and responsiveness of services provided to students and to schools. A direct loan program would be seen as a shift toward centralized government activity and away from the use of the private sector.

We firmly believe the Guaranteed Student Loan program can be simplified and standardized to the benefit of our students. In my opinion, we need to focus our attention on fine tuning the existing product rather than totally revamping a program of this magnitude, which could very much jeopardize the continued availability of the GSL program in the years to come.

In Michigan, we have had over 30 years of history to prove that the existing concept works. In fact, Michigan administered a State Guaranteed Student Loan program for several years before Congress established the Federal Guaranteed Student Loan program. In the last few years, the services that have been offered by our guaranty agency have been greatly enhanced as we have worked to perfect our services for our citizenry.

In addition, for the benefit of our Michigan students, lenders, and schools, Michigan has implemented a State secondary market as well as an alternative loan program which was proposed by former Governor James Blanchard for Michigan families that do not qualify for need-based financial aid programs.

I totally support the concept of more oversight of the postsecondary institutions and licensing agencies in order to eliminate program abuses. As an illustration, the Michigan Department of Education has been working closely with the State legislature to strengthen legislation that provides for licensing of our proprietary schools.

There has been national concern for program abuses by postsecondary education institutions. A direct loan program would provide unscrupulous institutions with an open checkbook. In addition, the direct loan program concept would remove a local oversight tool, the State guaranty agency.

The GSL program works well in Michigan. Through the Michigan Higher Education Student Loan Authority, students are guaranteed 100 percent that they will have access to the program. Yet, Michigan's trigger rate for the defaults for the last fiscal year was less than 2 percent, which is an excellent rate for any guarantor. While program abuses must be halted, we cannot lose sight of the fact that the abuses represent a very small percentage of the millions of loans that have been made since the program's inception.

Increased emphasis on quality of teaching and professional development of K-12 teachers and higher education is the next subject I would like to cover.

The Michigan State Board of Education has adopted several educational goals which are embodied in a document called "Goals

2000." A significant State board goal is the improvement of programs that prepare teachers and school administrators to meet the new learning needs of elementary and secondary students as well as faculty who teach adults in postsecondary education.

The focus on improved student achievement and excellence at all levels of education, is critical to assuring America's continued development and leadership in the global community. In addition, the State Board of Education, working in collaboration with the governor's office, the legislature, educators, parents, and business leaders, has undertaken a major effort to restructure and improve education in Michigan.

A tangible result of this effort was the passage of Michigan Public Act 25 of 1990, which we refer to as the Quality bill, which focuses on school improvement at the building level.

Critical to the success of these restructuring efforts is a need for Federal support for the coordination and restructuring of professional development in pre-service programs for teachers, administrators, and other school personnel through partnerships with State boards of education, local schools, postsecondary institutions, parents, community agencies, and the business community.

To illustrate this need for professional development, the current teacher workforce in Michigan averages 44 years in age and is 22 years away from their initial training. This teaching force will continue to serve our youth and educational system well beyond the year 2000.

In response to this phenomenon, it is recommended that under Title V, coordination grant funds be provided through the State education agencies that would support the development of a State network of clinical teaching centers or professional development schools located in local school districts.

The professional development school or clinical teaching center should be a regular K–12 elementary or secondary school that has entered into a long-term partnership with a teacher education institution to promote school restructuring to enhance student learning, establish strengthened student-community relations that support our children's learning and lives, and conduct research and development to generate new ideas for preparing teachers and testing their effectiveness, and the preparation of future teachers in a setting that supports and exemplifies the best practices of teaching and learning, including the use of instructional technology.

The establishment of professional development schools provides a unique opportunity to link K–12 and higher education institutions, particularly teacher preparation in research institutions, to promote systematic school improvement.

In Michigan, several models of professional development schools are in various steps of planning and implementation. To insure long-term success of this effort, I believe Federal support of these activities is essential. Such support through coordination grants to the State agency is consistent with the historical role of the Federal Government in educational research and development, and will provide a new opportunity to directly link research and preparation of professional development activities in the local school.

The professional development schools concept also provides faculty and postsecondary education with a significant opportunity to engage in their own professional development in a real local school. This opportunity would enhance their effectiveness as teachers, particularly in the preparation of prospective teachers.

The current trends of an increasing culturally diverse student population and a decreasing culturally diverse teaching staff warrants serious and immediate attention. The Michigan State Board of Educations ABCD, Accepting Behaviors for Cultural Diversity project, is developing incentives and innovative strategies for encouraging these individuals to work in urban schools.

These strategies to promote teaching in urban schools include alternative certification and instructional methods such as flexible scheduling, job sharing, joint ventures with local businesses, and community-based organizations. A professional development school and a program to serve as a laboratory for both diverse learners and teachers in an urban school environment is needed.

The ABCD project is an excellent extension and expansion of a pilot project implemented by the Michigan Department of Education which was initiated in 1988 and funded by the American Association of Colleges of Teacher Education and the Council of Chief State School Officers with funds provided by the Exxon Corporation.

The Michigan State Board of Education has also initiated a model urban teacher education program that focuses on training prospective teachers for successful teaching in urban schools and recruitment of minority students to careers in teaching. The program is a cooperative effort by the State Board of Education, Eastern Michigan University, Wayne State University, Wayne County Community College, and several local school districts in Wayne County, Michigan.

With additional Federal support, this model program could be duplicated elsewhere in the United States. Also under Title V it is recommended that: one, State technical assistance grants be provided to State education agencies for implementation of the ABCD project and to study design and implementation of flexible hiring arrangements for secondary teachers in regular and special classes in urban schools.

Number two, incentive grants be provided through the State education agency to enable institutions of higher education to revise teacher preparation programs to include or enhance training for effective parent involvement and family support programs; and number three, State technical assistance grants be provided to State education agencies to support the study and implementation of appropriate strategies of early recruitment of teachers. Such grants could be utilized to expand the Michigan urban teacher education model that I referred to earlier.

There is a significant need for targeted and coordinated activities to provide college/university faculty with professional development experiences. National data demonstrates that 75 percent or more of full-time college/university faculty have been teaching 8 or more years, and new staff are increasingly part-time or temporary employees. Professional development is needed to improve faculty teaching.

Few incentives exist for faculty to update and improve their teaching skills, including the use of instructional technology and working with adults with disabilities. In general, the reward system within postsecondary education does not reward teaching excellence.

A successful model to encourage excellence in postsecondary education programs has been the Fund for Improvement of Postsecondary Education, which has a significant impact on postsecondary programs.

To achieve excellence in teaching in postsecondary institutions, it s recommended under Title X, Postsecondary Improvement Programs, that grants be established through State education agencies for the development of model professional development programs for faculty, including the use of instructional technology and working with adults with disabilities, and restructuring of the postsecondary faculty reward system to place great emphasis on effective teaching.

In addition, under Title X, it is recommended that the FIPSE grants be targeted: one, to address higher education's need to prepare faculty to successfully deal with the variety of learning backgrounds, needs, and styles of students traditionally underrepresented in higher education; number two, to our Nation's critical need for improved instruction in literacy, mathematics, and science, that funds be limited to programs that support campus-wide institutionalization of already proven teaching models such as that developed by Uri Treisman in postsecondary mathematics instruction; number three, increased representation of minority students and professionals in higher education.

There is a definite need to increase access, retention, and graduation of minority students and adults with disabilities in higher education. This will require sustained and focused commitment of national and State resources. In Michigan, we have initiated a State effort to address this need through the establishment of the King-Chavez-Parks program.

The Martin Luther King, Jr.-Cesar Chavez-Rosa Parks Initiative was created by the Michigan Legislature in 1986, under the leadership of State Representative Morris Hood, Jr., with the full support of the former State superintendent of Public Instruction, Dr. Philip E. Runkel, and the Michigan State Board of Education to obtain for minority students and handicappers equal access to and equitable graduation rates from the State university system.

At that time, there were 3,300 fewer minority students in Michigan's public university system than there had been a decade earlier, even though the university system had expanded.

The King-Chavez-Parks Initiative programs were designed in part to reverse the decline in minority student participation experienced in the 1970s and early 1980s. The King-Chavez-Parks Initiatives expose middle and high school students to the college experience through the College Day program, which recruits minority graduate students to prepare for college teaching through the Scholars/Fellows program; fields minority faculty across the State campuses through the Visiting Professor program; invites collaboration among middle schools, high schools, and private and public colleges and universities through the Achieve a College Education program, the Media program, and the Partnership program; and seeks to improve racial/ethnic relations on campus through an ombudsman function.

A Federal role would strengthen the expanded implementation of the King-Chavez-Parks Initiative to assure access and success of minority students and handicappers in postsecondary education. However, Federal support is necessary to assist in accomplishing these objectives.

It is recommended, under Title IX, Student Assistance, that: one, support for the model parental support component to special programs for students from disadvantaged backgrounds [TRIO] be authorized.

Two, the model parental support concept to special programs for students from disadvantaged backgrounds be developed. This component, with support of community networks, provides support systems to motivate, educate, and involve parents of economically and/or academically disadvantaged children of all ages in their need to understand how to prepare for and achieve a college education.

In addition, under Title XI, Community Partnerships and Economic Development, it is also recommended that grants to partnerships for K-12 improvement be developed for distribution through State education agencies that encourage the development and involvement of postsecondary institutions in improving student preparedness for post-secondary education.

The partnerships should be focused upon development of a college preparatory curriculum based on student outcomes which replaces remedial, general, and college preparatory tracking with high academic expectations for all students.

Funded grants would focus on long-term increases in the number of underrepresented students enrolled in and successfully completing high school algebra, geometry, biology, and applied technology courses. Grant partnerships could include public universities, independent colleges and universities, community colleges, local schools and/or districts, State departments of education, and members of the private sector.

Postsecondary support for school reform: The school reform movement is intended to change, improve, and revise the level of teaching and learning in our Nation's elementary and secondary schools. The need for such reform has come from a growing belief that students in the K-12 systems are not well prepared to succeed in industry and business or higher education.

Data collection and analysis can be a powerful tool for influencing curricular changes and teaching and learning changes in schools and in colleges. Data can be used to reinforce success, provide measures for determining student achievement and measures for progress of schools, colleges, and universities toward participation and success of underrepresented students.

Under Title X, Postsecondary Improvement Programs, it is recommended that grants be established in support of collaborative efforts among schools, community colleges, and baccalaureate institutions to provide feedback on student success in postsecondary education. These data would be designed to assess student outcomes, identify curricular needs, and assist teachers and faculty to design strategies to help more students move from K–12 through the completion of higher education.

State education agencies should be charged with coordinating a systematic procedure for reporting the information from postsecondary institutions back to the schools.

Building linkages between business and education: Many States, including Michigan, currently have several businesses and industries closing or downsizing. Workers with higher education skills or excellent technical skills will continue to have job opportunities. However, many of Michigan's manufacturing workers will not have the necessary educational of skills to change jobs within a plant, get a new job following a plant closing or layoff, or to seek new opportunities that will maintain or enhance their standard of living.

The ability to educate, reeducate, train, and retrain the workforce in order for workers to become more skillful requires an optimal mix of private and public resources. Success requires a collaborative effort of State agencies, labor, business, and industry.

Such partnerships require a "seamless curriculum" among the educational institutions participating, which might involve schools, community colleges and baccalaureate institutions, to ensure full articulation of courses and credits. Equally important is a "seamless government" to maximize public resources available in each State. Additionally, matching funds would be contributed by industry and labor.

Through the use of electronic data exchanges and the development of appropriate databases, the task of providing the right worker for the right job opportunity would become easier. The foundation skills or training skills of the participating workers would be entered into the database. Similarly, the job skills needed by employers would be entered into a database and procedures developed for matching the skills of the job seeker with the skills needed by the employer.

The skills assessed and recorded must include teamwork and personnel management skills needed in new workplaces, as well as academic and technical preparation evidence. I have recently discussed the need for such a program with the Director of the Michigan Department of Commerce, Mr. Arthur Ellis, and the Director of the Michigan Department of Labor, Mr. Lowell Perry. They have been very supportive of this idea.

I therefore recommended that grants, including planning grants, be provided to State departments of education to establish model programs involving postsecondary institutions, business, industry, and labor, to assist employed as well as unemployed workers, to receive the education and training necessary to remain productive.

And finally, international/global education: The world, as you all know, is rapidly becoming one interactive economic system. As a result, America is facing a global challenge to its economic leadership. Global competition is a reality for American business interest. This is particularly true for Michigan's business community.

In manufacturing, specifically the auto industry, in agriculture, medical supplies and systems, wood products, and computer technology, the competition is global in nature. As an illustration, I met with several business groups in a recent visit to Michigan's Upper Peninsula.

In our discussions, I asked these business leaders to describe the extent to which their business faced global competition. All cited examples of global competition that was of primary concern to the success of their business.

This new global phenomenon requires a more intensive response from America's education system, both K-12 and postsecondary. It requires a greater investment in global education for America's youth.

Consequently, there is a need to enhance and strengthen sister-State and student/teacher exchange programs among nations of the world. The purpose of such exchanges would be to promote learning experiences and understandings that promote economic and other benefits for each of the participants. For example, our Michigan Teacher Education program with Shiga Prefecture, Japan, and the Saturday Schools, have led to expanded direct Japanese involvement in downriver Detroit and the Battle Creek area, creating several hundred jobs.

The Japanese Saturday School provides educational programs each Saturday of the school year to children of Japanese citizens who are working with the Michigan business enterprises. The schools are staffed by exchange teachers from Japan and Michigan teachers. For example, a Saturday School operates for employees of the Mazda plant in Flat Rock, as well as several of the employees in the Battle Creek area. Each university is guaranteed, through the Japanese University Center, one scholarship to encourage our students to study in Japan. In addition to the Japanese teacher exchange program, the Michigan State Board of Education has established a teacher exchange program with the Federal Republic of Germany's State of Baden-Wurttemberg. The governments of Mexico and Italy have also indicated an interest in an exchange program with Michigan.

It is recommended, therefore, under Title XI, technical assistance grants be created for the State agencies to promote expanded global education experiences for educators, business leaders, and youth.

Such experiences would incorporate the following goals: one, strengthen foreign language studies for secondary and postsecondary students; two, study the educational and job training placement programs of those countries which integrate the world of work in the school curriculum; three, promote communication, friendship, cooperation, trade and investments with other countries; and four, develop relationships with other countries and cultures.

This concludes my testimony, Mr. Chairman and members of the committee. I appreciate the opportunity to appear before you this morning.

[The prepared statement of Gary Hawks follows:]

TESTIMONY BY

Dr. Gary D. Hawks
Interim Superintendent of Public Instruction
Michigan Department of Education

before the

House Subcommittee on Postsecondary Education

on the

Reauthorization of the Higher Education Act of 1965

Tuesday, July 16, 1991

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INTRODUCTION

Good morning Mr. Chairman and Members of the Subcommittee:

On behalf of the members of the Michigan State Board of Education, the Michigan Department of Education, the Michigan Higher Education Assistance Authority and the Michigan Higher Education Student Loan Authority, I wish to express my appreciation to this Subcommittee for the opportunity to testify regarding the reauthorization of the Higher Education Act of 1965.

As the Interim Superintendent of Public Instruction for the State of Michigan, I recognize the importance of this legislation which directly impacts postsecondary education in Michigan and in the country. I totally concur with Chairman Ford's perspective that the reauthorization is the most important education issue in the 102nd Congress.

In response to a previous request on April 5, 1991, I provided Chairman Ford with the attached document entitled, "Comments on Reauthorization of the Higher Education Act of 1965, as Amended." The recommendations contained in this document focus on student financial aid issues. These comments and recommendations were received favorably by the Michigan State Board of Education at its meeting on March 27, 1991. In addition, the Michigan Higher Education Assistance Authority and the Michigan Higher Education Student Loan Authority, the statutory bodies comprised of members appointed by the Governor that oversee state and federal student financial assistance programs, have reviewed the several policy considerations contained in the document.

My remarks today are related specifically to the following areas:

I. Altering Financial Assistance to Emphasize Grants Rather Than Loans and Improving the Current Loan Program As Opposed To Creating a New Direct Loan Program

II. Increased Emphasis on Quality of Teaching and Professional Development of K-12 Teachers and Higher Education Faculty

III. Increased Representation of Minority Students and Professionals in Higher Education

IV. Postsecondary Support for School Reform

V. Building Linkages Between Business and Education

VI. International/Global Education

SPECIFIC COMMENTS

I. Altering Financial Assistance To Emphasize Grants Rather Than Loans And Improving The Current Loan Program As Opposed To Creating A New Direct Loan Program

There has been a shift in federal policy concerning student financial aid during the past decade as evidenced by the fact that virtually all of the increases in federal student aid from 1980 to 1988 have been in the form of loans. Increases in the total amount of Pell grants awarded in the early 1980s were offset by decreases in the amount of grant aid awarded under the Veterans programs, and by elimination of the grant assistance provided through the Social Security Administration.

The implications of this policy shift are numerous and far reaching. In providing postsecondary experiences, we are saddling students with tremendous debts that can exceed $50,000 upon graduation. If this trend continues, it could impact the freedom of access and choice as well as have an undue influence on the course and length of study students may wish to pursue. This has a clear impact upon student career choices.

The higher default rate that is associated with the shift from grants to loans is now impacting Michigan postsecondary institutions. Several Michigan institutions enrolling and serving large numbers of non-traditional, low-income, minority and female students have experienced default rates which exceed 35 percent. Based on recent amendments to the law, these institutions may lose their eligibility to participate in the guaranteed loan program. This jeopardizes the future of those institutions. These institutions have provided educational opportunities to many Michigan citizens that were not available under more traditional postsecondary programs.

Many college graduates are now accumulating college loan debts they are unable to repay as they begin new careers. Students unable to graduate face even greater difficulties. Furthermore, the increased reliance on student loans exacerbates socioeconomic differences; the loan burden for the high-income family student is of less consequence than for a low-income family student.

Research confirms that defaults are more likely to occur for first-year students who are low income family students. Loans should not be targeted to those students, who represent the highest percentage of failure, for the sake of the program's integrity and for the sake of the students. Students who default must live with their academic failure as well as their financial failure.

As a result of our Michigan experience in administering a broad array of programs including, but not limited to, the Michigan Guaranty Agency, direct lending, state secondary market, alternative loan program, campus-based aid programs, and state scholarship and grant programs, the following are my specific recommendations for Title IV of the Act:

A. Outlays for Pell grants should be increased with annual increments linked to college cost increases;

B. The Supplemental Education Opportunity and State Student Incentive Grants should be increased in lieu of increases for loan programs;

C. Grants should be frontloaded during the first two years of college, proportionately progressing from gift aid to self-help funding as the student progresses in credits toward graduation.

Unlike many of its sister agencies in other states, the Michigan Guaranty Agency is in a financially strong position. In support of gift aid rather than loan assistance, it seems that it would be most appropriate for the law to allow financially strong guaranty agencies to direct any funds, beyond the maintenance of a healthy reserve, to gift aid programs that would benefit the students in their state, should such funds be available. This would promote more efficient management by guaranty agencies, rather than encouraging spending of such funds for other purposes to avoid future spend downs as was experienced several years ago. Without question, this is in keeping with the intent of the Act and results in better use of any such funds to the benefit of the postsecondary students we are dedicated to serving.

In addition, we in Michigan strongly oppose any proposal to replace the existing GSL Program with a direct loan program and are in total agreement with the Administration's recommendation not to implement a direct loan program at this time. Secretary of Education, Lamar Alexander, has recently identified a number of issues regarding the direct loan proposal which include increased federal debt, increased risk to the federal government, and the fact that the United States Department of Education is not prepared to handle the management of a direct loan program. I concur with the Secretary's concerns. In addition, the following broad issues are associated with the direct loan program concept:

1. The availability of loans could be jeopardized. The current Guaranteed Student Loan Program has been remarkably stable. The new program might be subject to annual attempts to cap new loan volume, especially in difficult economic times. If this were to occur, schools could receive allocations of loan authority and face loan shortages.
2. The current program will continue, increasing complexity. Many colleges have expressed concern that the new program could expose them to financial liabilities if their direct loans were not properly made. Other schools have simply said they are interested in education, not commercial banking. In order to accommodate these schools, it is assumed that the current program would continue to operate as well as the new direct program. Thus, program administration for the United States Department of Education would be greatly increased, not decreased.
3. The administrative burden on schools could increase. Colleges should not assume that a direct loan program will be easier to run. There are serious questions as to whether the United States Department of Education will be able to administer the program competently. Some colleges with experience under the old Federally Insured Student Loan (FISL) Program question whether the department has the capacity to operate a new loan program, given their present difficulties.
4. The current program could lose lender support. If a direct loan program is established and large numbers of large public and private four-year colleges opt to participate in it, a substantial portion of the student loan market will disappear immediately. Lenders, left with only the less attractive loan-making opportunities, such as community college and proprietary school students, may find it economically impossible to

continue to make guaranteed student loans. If this would be the case, a serious borrower access problem would be created.

5. The program would lose its competitive nature. The competitive market place, by its inherent nature, has required guaranty agencies, lenders, and secondary markets to continually enhance both the quality and responsiveness of services provided to students and schools. A direct loan program would be seen as a shift toward centralized government activity and away from the use of the private sector.

We firmly believe that the GSL Program can be simplified and standardized to the benefit of our students. We need to focus our attention on fine tuning the existing product, rather than totally revamping a program of this magnitude, which could very much jeopardize the continued availability of the GSL Program in the years to come. In Michigan we have over 30 years of history to prove that the existing concept works. In fact, Michigan administered a state guaranteed student loan program for several years before Congress established the federal guaranteed student loan program. In the last few years, the services that have been offered by our guaranty agency have been greatly enhanced as we have worked to perfect our service to our citizenry. In addition, for the benefit of Michigan students, lenders and schools, Michigan has implemented a state secondary market as well as an alternative loan program which was proposed by former Governor James Blanchard for Michigan families that do not qualify for need-based financial aid programs.

I totally support the concept of more oversight of the postsecondary institutions and licensing agencies in order to eliminate program abuses. As an illustration, the Michigan Department of Education has been working closely with the State Legislature to strengthen legislation that provides for licensing of proprietary schools. There has been national concern for program abuses by postsecondary educational institutions. A direct loan program would provide unscrupulous institutions with an open checkbook. In addition, the direct loan program concept would remove a local oversight tool--the state guaranty agency.

The GSL Program works well in Michigan. Through the Michigan Higher

Education Student Loan Authority, students are guaranteed 100 percent that they will have access to the program. Yet, Michigan's trigger rate for defaults for the last fiscal year was less than 2 percent, which is an excellent rate for any guarantor. While program abuses must be halted, we cannot lose sight of the fact that the abuses represent a very small percentage of the millions of loans that have been made since the program's inception.

II. Increased Emphasis on Quality of Teaching and Professional Development of K-12 Teachers and Higher Education Faculty

The Michigan State Board of Education has adopted several educational goals which are embodied in a document called Goals 2000. A significant State Board goal is the improvement of programs that prepare teachers and school administrators to meet the new learning needs of elementary and secondary students, as well as, faculty who teach adults in postsecondary education programs. The focus on improved student achievement and excellence at all levels of education is critical to assuring America's continued development and leadership in the global community. In addition, the State Board of Education working in collaboration with the Governor's Office, the Legislature, educators, parents, and business leaders has undertaken a major effort to restructure and improve education in Michigan. A tangible result of this effort was passage of Public Act 25 of 1990, the school quality bill, which focuses on school improvement at the building level.

Critical to the success of these restructuring efforts is the need for federal support for the coordination and restructuring of professional development and preservice programs for teachers, administrators and other school personnel through partnerships with state boards of education, local schools, postsecondary institutions, parents, community agencies, and the business community. To illustrate the need for professional development, the current teacher workforce in Michigan averages 44 in age and is 22 years away from their initial training. This teaching force will continue to serve our youth and educational systems well beyond the year 2000.

In response to this phenomenon, it is recommended under Title V, that coordination grant funds be provided through state education agencies that would support the development of a state network of clinical teaching centers or professional development schools located in local school districts. The professional development school or clinical teaching center should be a regular K-12 elementary or secondary public school that has entered into a long-term partnership with a teacher education institution to promote school restructuring to enhance student learning; establish strengthened school-community relations that support our children's learning and lives; conduct research and development to generate new ideas for preparing teachers and testing their effectiveness; and, the preparation of future teachers in a setting that supports and exemplifies the best practices of teaching and learning, including the use of instructional technology.

The establishment of professional development schools provides a unique opportunity to link K-12 and higher education institutions, particularly teacher preparation and research institutions to promote systematic school improvement.

The Michigan Department of Education supports conceptually the program proposed by the Holmes Group entitled, The Partnership for Innovative Teaching and Quality Education, to create statewide partnerships around professional development schools at the local level. Such a partnership would involve teachers, administrators, university faculty, business persons, parents, and community service agencies in the education process. These partnerships will be collaborative efforts in support of the creation of a network of professional development schools within each state.

In Michigan, several models of professional development schools are in various steps of planning and implementation. To insure long-term success of this effort, I believe federal support of these activities is essential. Such support through coordination grants to the state education agency is consistent with the historical role of the federal government in educational research and development, and will provide a new opportunity to directly link research, preparation and professional development activities to the local school.

The professional development schools concept would also provide faculty in postsecondary education with a significant opportunity to engage in their own professional development in a "real" local school. This opportunity would enhance their effectiveness as teachers, particularly in the preparation of prospective teachers.

The current trends of an increasing culturally diverse student population and a decreasing culturally diverse teaching staff warrants serious and immediate attention. The Michigan State Board of Education's ABCD (Accepting Behaviors for Cultural Diversity) project is developing incentives and innovative strategies for encouraging those individuals to work in urban schools. These strategies to promote teaching in urban schools include alternative certification and instructional methods, such as flexible scheduling, job sharing, joint ventures with local businesses, and community-based organizations. A professional development school and a program to serve as a laboratory for both diverse learners and teachers in an urban school environment is needed. The ABCD project is an extension and expansion on a pilot project implemented by the Michigan Department of Education which was initiated in 1988 and funded by the AACTE (American Association of Colleges of Teacher Education) and the CCSSO (Council of Chief State School Officers) with funds provided by the Exxon Corporation. The Michigan State Board of Education has also initiated a model urban teacher education program that focuses on training prospective teachers for successful teaching in urban schools and recruitment of minority students to careers in teaching. The program is a cooperative effort by the State Board of Education, Eastern Michigan University, Wayne State University, Wayne County Community College, and several school districts in Wayne County, Michigan. With additional federal support, this model program could be duplicated elsewhere in the United States. Also under Title V, it is recommended that:

1. State technical assistance grants be provided to state education agencies for the implementation of the ABCD project and to study the design and implementation of flexible hiring arrangements for secondary teachers in regular and special classes in urban schools.
2. Incentive grants be provided through the state education agency to enable institutions of higher education to revise teacher preparation programs to include or enhance training for effective parent involvement and family

support programs.

3. State technical assistance grants be provided to state education agencies to support the study and implementation of appropriate strategies for early recruitment of teachers. Such grants could be utilized to expand the Michigan urban teacher education model.

There is a significant need for targeted and coordinated activities to provide college/university faculty with professional development experiences. National data demonstrates that 75 percent or more of full-time college/university faculty have been teaching 8 or more years and new staff are increasingly part-time or temporary appointees. Professional development is needed to improve faculty teaching. Few incentives exist for faculty to update and improve their teaching skills, including the use of instructional technology and working with adults with disabilities. In general, the reward system within postsecondary education does not reward teaching excellence.

A successful model to encourage excellence in postsecondary programs has been the Fund for Improvement of Postsecondary Education (FIPSE), which has had a significant impact on postsecondary programs. To achieve excellence in teaching in postsecondary institutions, it is recommended that under Title X, Postsecondary Improvement Programs, that grants be established through state education agencies for the development of model professional development programs for faculty, including the use of instructional technology and working with adults with disabilities, and restructuring of the postsecondary faculty reward system to place great emphasis on effective teaching.

In addition, under Title X, it is recommended that FIPSE grants be targeted:

1. to address higher education's need to prepare faculty to successfully deal with the variety of learning backgrounds, needs and styles of students traditionally underrepresented in higher education.
2. to our nation's critical need for improved instruction in literacy, mathematics and science and that funds be limited to programs that support campus-wide institutionalization of already proven teaching models such as that developed by P. Uri Treisman to postsecondary mathematics instruction.

III. Increased Representation of Minority Students and Professionals in Higher Education

There is a definite need to increase access, retention, and graduation of minority students and adults with disabilities in higher education. This will require sustained and focused commitment of national and state resources. In Michigan, we have initiated a state effort to address this need through the establishment of the King-Chavez-Parks Program.

The Martin Luther King,Jr.-Cesar Chavez-Rosa Parks Initiative was created by the Michigan Legislature in 1986, under the leadership of State Representative Morris Hood, Jr., with the full support of former State Superintendent of Public Instruction, Dr. Philip E. Runkel, and the Michigan State Board of Education to obtain, for minority students and handicappers, equal access to and equitable graduation rates from the state university system. At that time, there were 3,300 fewer minority students in Michigan's public university system than there had been a decade earlier, even though the university system had expanded.

The King-Chavez-Parks Initiative programs were designed in part to reverse the decline in minority student participation experienced in the 1970s and early 1980s. The King-Chavez-Parks Initiative exposes middle and high school students to the college experience through the College Day Program; recruits minority graduate students to prepare for college teaching through the Scholars/Fellows Program; fields minority faculty across the state campuses through the Visiting Professor Program; invites collaboration among middle schools, high schools, and private and public colleges and universities through the Achieve a College Education Program, the Media Program and the Partnership Program, and seeks to improve racial/ethnic relations on campus through the Ombudsman function. A federal role would strengthen the expanded implementation of the King-Chavez-Parks Initiative to assure access and success of minority students and handicappers in postsecondary education.

However, federal support is necessary to assist in accomplishing these objectives. It is recommended, under Title IX, Student Assistance that:

1. Support for the Model Parental Support Component to Special Programs for Students from Disadvantaged Backgrounds (TRIO) be authorized.

2. The Model Parental Support Component to Special Programs for Students from Disadvantaged Backgrounds be developed. This component with support of community networks, provides support systems to motivate, education and involve parents of economically and/or academically disadvantaged children of all ages in their need to understand how to prepare for and achieve a college education.

In addition, under Title XI, Community Partnerships and Economic Development, it is also recommended that:

1. Grants to Partnerships for K-12 Improvement be developed for distribution through state education agencies that encourage the involvement of postsecondary institutions in improving student preparedness for postsecondary education.

The partnerships should be focused upon development of a college preparatory curriculum based on student outcomes which replaces remedial, general and college preparatory tracking with high academic expectations for all students.

Funded grants would focus on the long-term increase in the number of underrepresented students enrolled in and successfully completing high school algebra, geometry, biology, and applied technology courses. Grant partnerships could include public universities, independent colleges and universities, community colleges, local schools and/or school districts, state departments of education and members of the private sector.

IV. Postsecondary Support for School Reform

The school reform movement is intended to change, improve and revise the level of teaching and learning in our nation's elementary and secondary schools. The need for such reform has come from a growing belief that students in the K-12 systems are not well-prepared to succeed in industry and business or higher education.

Data collection and analysis can be a powerful tool for influencing curricular changes and teaching and learning changes in schools and in colleges. Data can be used to reinforce success, provide measures for determining student achievement, measure the progress of schools, colleges and universities toward participation and success of underrepresented students.

Under Title X, Postsecondary Improvement Programs, it is recommended that grants be established in support of collaborative efforts among schools, community colleges and baccalaureate institutions to provide feedback on student success in postsecondary education. These data should be designed to assess student outcomes, identify curricular needs and assist teachers and faculty in designing strategies to help more students move from K-12 through the completion of higher education. State education agencies should be charged with coordinating a systematic process for reporting the information from postsecondary institutions back to high schools.

V. Building Linkages Between Business and Education

Many states, including Michigan, currently have several businesses and industries closing or downsizing. Workers with higher education skills or excellent technical skills will continue to have job opportunities. However, many of Michigan's manufacturing workers will not have the necessary education or skills to change jobs within a plant, get a new job following a plant closing or layoff or to seek new opportunities that will maintain or enhance their standard of living.

The ability to educate/reeducate and train/retrain the workforce in order for workers to become more skillful requires an optimal "mix" of private and public resources. Success requires the collaborative effort of state agencies, labor, business and industry.

Such partnerships require a "seamless curriculum" among the educational institutions participating, which might involve schools, community colleges and baccalaureate institutions, to insure full articulation of courses and credits. Equally important is "seamless government" to maximize public resources available in each state. Additional matching funds would be contributed by industry and labor.

Through the use of electronic data exchanges and the development of appropriate databases, the task of providing the right worker for the right job opportunity would become easier. The foundation skills or training skills of the participating workers would be entered into a database. Similarly, job skills needed by employers would be entered into a database and procedures developed for matching the skills of the job seeker with the skills needed by the employer. The skills assessed and recorded must include teamwork and personal management skills needed in new workplaces, as well as academic and technical preparation evidence. I have recently discussed the need for such a program with the Director of the Michigan Department of Commerce, Mr. Arthur Ellis, and the Director of the Michigan Department of Labor, Mr. Lowell Perry. They have been very supportive of this idea.

Under Title II, Partnerships for Economic Development and Urban Community Service, it is recommended that grants (including planning grants) be provided to state departments of education to establish model programs involving postsecondary institutions, business, industry and labor to assist employed as well as unemployed workers to receive the education and training necessary to remain productive.

VI. International/Global Education

The world is rapidly becoming one interactive economic system. As a result, America is facing a global challenge to its economic leadership. Global competition is the reality for American business interest. This is particularly true for Michigan's business community.

In manufacturing, specifically the auto industry, and in agriculture, medical supplies and systems, wood products, and computer technology, the competition is global in nature. As an illustration, I met with several business groups in a recent visit to Michigan's Upper Peninsula. In our discussions, I asked these business leaders to describe the extent to which their business faced global competition. All cited examples of global competition that was of primary concern to the success of their business.

This new global phenomenon requires a more intensive response from America's education system, both K-12 and postsecondary. It requires a greater investment in global education for America's youth.

Consequently, there is a need to enhance and strengthen sister-state and student/teacher exchange programs among nations of the world. The purpose of such exchanges would be to promote learning experiences and understandings that promote economic and other benefits for each of the participants. For example, the teacher exchange programs with Shiga Prefecture, Japan, and the Saturday Schools have lead to expanded direct Japanese investment in downriver

Detroit and the Battle Creek area creating several hundred jobs. The Japanese Saturday school provides educational programming on each Saturday of the school year to children of Japanese citizens who are working in the Michigan business enterprise. The schools are staffed by exchange teachers from Japan and Michigan teachers. For example, a Saturday school operates for employees of the Mazda plant in Flat Rock, Michigan. Also, the Shiga/Michigan Japan University Center created in 1989, with support of the Michigan Legislature and the Governor's office, has created significant opportunities for Michigan and Shiga postsecondary students to study Japanese language/culture and business concepts. Michigan students attending the Japan University Center are provided limited scholarships through a state appropriation to each Michigan university. Each university is guaranteed at least one scholarship.

In addition to the Japanese teacher exchange program, the Michigan State Board of Education has established a teacher exchange program with the Federal Republic of Germany's State of Baden-Wurttemberg. The governments of Mexico and Italy have also indicated interest in an exchange program with Michigan.

It is recommended that under Title XI, technical assistance grants be created for state agencies to promote expanded global education experiences for educators, business leaders and youth. Such experiences would incorporate the following goals:

1. Strengthen foreign language studies for secondary and postsecondary students.
2 Study the educational and job training placement programs of those countries which integrate the world of work and the school curriculum.
3. Promote communication, friendship, cooperation and trade/investments with other countries.
4. Develop relationships with other countries and cultures.

Thank you, Mr. Chairman and members of the Committee for the Opportunity to present these remarks. I would be pleased to respond to any questions.

MICHIGAN DEPARTMENT OF EDUCATION
MICHIGAN HIGHER EDUCATION ASSISTANCE AUTHORITY
MICHIGAN HIGHER EDUCATION STUDENT LOAN AUTHORITY

COMMENTS ON

REAUTHORIZATION

OF THE

HIGHER EDUCATION ACT OF 1965, AS AMENDED

APRIL, 1991

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SECTION I

COMMENTS ON

TITLE IV, PART A
OF THE
HIGHER EDUCATION ACT OF 1965

April, 1991

Title IV, Part A

SSIG Program

The State Student Incentive Grant (SSIG) Program plays a significant role in the availability of financial aid for Michigan students. Because of its matching funds concepts, over 4,100 students currently benefit by receiving SSIG and Michigan Competitive Scholarships.

We support the continuation of SSIG and the position paper prepared by the National Association of State Scholarship and Grant Programs. This position paper is provided in its entirety below.

The State Student Incentive Grant (SSIG) Program

One program that could play an expanded role in meeting the needs of college-aged youth of today and tomorrow is the State Student Incentive Grant (SSIG) Program. The purpose of the SSIG program is to provide grants to states to assist them in providing need-based grant and work-study assistance to eligible postsecondary students. SSIG has evolved from its beginnings as a "start up" program for grant programs in the States to become an effective, easily administered program which leverages federal dollars by matching state funds to provide grant awards to the most needy students. Each state's allotment of SSIG funds is based on its relative share of the total national population of eligible students. Federal funds are required to be matched on at least a one-for-one basis with state funds through direct appropriations for this purpose. The program is administered in each state by a single state agency which must meet maintenance-of-efforts requirements (each year, contributing state dollars that are at least equal to the prior 3-year average state contribution).

The regulations accompanying the program are few by design. The program matches federal with state-appropriated dollars to fund programs which differ from state to state. SSIG funding increases the availability of scarce grant resources and lessens dependence on borrowing to meet postsecondary education costs. SSIG funds act to "drive" grant dollars in the states, encouraging state grant funding for higher education. For these reasons, it is a program which should be expanded, rather than eliminated.

Administration budget requests over the past ten years have called for the elimination of the SSIG program. Their argument has been that the purpose of the program, to encourage states to provide matching grant aid dollars, has been accomplished and that there is no need to continue to fund the program. They cite overmatching by some states to support this point of view. This is in spite of the fact that ten states and territories receive roughly half of their grant dollars from SSIG, while another three states receive at least one third of their funds from the same source. These thirteen states face the real prospect of losing their entire grant program if SSIG funding is withdrawn.

Supporters of SSIG believe it has proven to be an effective federal/state partnership which provides the most needy students with grants for their higher education. National Service bills considered by Congress in 1990 recognized SSIG as a program with the ability to utilize a multiplicity of State programs, leverage state and federal dollars and thereby achieve national goals.

A Spring 1990 survey by NASSGP found that SSIG still supplements available aid, allows student choice and that it drives state monies. However, it also showed that recent federal cutbacks in SSIG program funding have affected access to student assistance in most states. Some highlights from the study are as follows:

- For nearly 3/4 of the states, the 18% reduction in federal SSIG funding for FY'90 will mean a reduction in the number or size of state financial aid grants for postsecondary students, and an outright loss of over 10,200 student awards.

- In one state alone, there were a reported 10,000 students facing reduced grant awards in 1990-91.

The survey also asked how President Bush's budget proposal to eliminate the SSIG program would affect the states. The responses indicated:

- For 20% of the states, elimination of SSIG would mean the elimination of their state grant program as well.

- Nearly all of the remaining states indicated that their state legislatures would not replace the federal SSIG funds.

The survey report also investigated the ability of states to match new increases in federal SSIG funding above $75 million - it appears that the leveraging effect of federal funds is still quite strong as 75% of responding states reported that if federal SSIG funding were increased above $75 million, they expected their state legislatures to find new money to match it. And, finally, the survey found that most states will take steps to better inform students and schools that their state grants include support from the federal SSIG program.

SECTION II

COMMENTS ON

TITLE IV, PART B
OF THE
HIGHER EDUCATION ACT OF 1965

GUARANTEED STUDENT LOAN PROGRAM

April, 1991

Title IV, Part B - Guaranteed Student Loan Program

The State of Michigan has had a long standing commitment of providing educational opportunities for all of its residents, regardless of economic and social backgrounds. This commitment is evidenced by the following actions, which have been taken by the Michigan Legislature, with respect to providing a source of student loans for its residents:

> In 1960, **five years before the enactment of the Higher Education Act of 1965,** the Michigan Legislature created the "Michigan Higher Education Assistance Authority" for the express purpose of guaranteeing student loans made by participating Michigan financial institutions.
>
> In 1975, **ten years before the Higher Education Act amendment mandating a lender of last resort,** the Michigan Legislature created the "Michigan Higher Education Student Loan Authority" to make loans to eligible students. Since that time, the Student Loan Authority has served in the role of a lender of last resort for the Michigan Guaranty Agency.

The Michigan Guaranty Agency, since its inception, has guaranteed loans to over **1.3 million students and parents of students**, for approximately $2.8 billion.

As an advocate of providing educational opportunities for all residents, our **message is one of strong support for the continuation of the programs authorized by Title IV, Part B, of the Higher Education Act of 1965, as amended.**

Congress has greatly enhanced the Guaranteed Student Loan Program over the years, which has become the largest financial aid program in the country. The numbers alone should be clear evidence that there is a tremendous need for such a program and that the program has an effective delivery system to accommodate the thousands of students who apply annually.

In the interest of reform, we must not lose sight of the overall success of the Guaranteed Student Loan Program as it is structured today. The existing structure, consisting of a three-party network--schools, lenders and guarantors--offers a check and balance system, which is critical to a program of this dimension. The fact that Guaranteed Student Loan checks are issued by lending institution helps solidify for the borrowers that the funds represent a loan, which must be repaid, rather than gift aid that may be available from the school.

While we firmly believe that the Guaranteed Student Loan Program works well overall, we do support simplification where possible for the benefit of students and parents, who use the program. We believe that confusion and misunderstanding on the part of borrowers contribute to defaults.

We in Michigan offer any assistance that we may be able to provide with respect to providing Congress a better understanding of the Guaranteed Student Loan Program as it is today and the impact of any major changes that might be considered by Congress in its deliberations on Reauthorization.

SECTION III

COMMENTS ON

ACCESS AND THE DEFAULT ISSUE

GUARANTEED STUDENT LOAN PROGRAM

April, 1991

Higher Education Act of 1965, as amended
Title IV, Part B - Guaranteed Student Loan Program

ACCESS AND THE DEFAULT ISSUE

We strongly support the retention of the statutory requirement of access as specified in Section 428, subsection (j), for the following reasons:

1. All predictions indicate that a majority of the jobs in the future will require education beyond high school. Assuring students access to the Stafford Loan Program will help our citizenry to be prepared for the technical requirements of the workforce in the future.
2. The projection is that our workforce in ten years will consist of one-third minorities. Yet, the significant high school dropout rate for minorities and the significant lower rate of minorities entering and completing a postsecondary education means that this increasing portion of our population will not be prepared to make a contribution to the benefit of this country and our society.
3. Postsecondary education is critical to the United States' ability to be an effective international competitor, which is crucial for the overall health of our economy and the future of our country.

It must be noted, however, that providing loans to all students will result in a default rate that is considerably higher than the default rates for consumer lending, which is based on creditworthiness requirements established by the lending institution. To that extent, there is an inherited default rate that must be recognized and accepted for a social program aimed at lower income students such as the GSL Program. The increase of the default rate had to be expected when the eligibility requirements were changed and eliminated students from higher-income families.

Lending institutions quickly indicate that the determination of who receives loans is a far bigger indicator of the potential success of repayment of the loans than the collection activity that is performed when the loans come due for repayment. Suggestions have been made to require credit checks for borrowers over 21 years of age. Based on our experience with our Michigan Alternative Student Loan Program that is credit based, it is our best guesstimate that over 50% of the students would not qualify if similar standards were placed on the GSL Programs. This would address the default issue but would fall far short of the goal to prepare today's citizenry in a way that they can support our Nation's economy in the future.

In Michigan, since the first loan was made in 1962, there have been $264,481,746 in defaulted loans. However, this is in contrast with $2,602,159,612 that have been disbursed. With the payments that have been made by defaulted borrowers, Michigan's net default rate is 7.58%. We cannot lose sight of the successes of the GSL Programs. The rate of return is great in contrast to other programs, such as the Pell Grant Program, where there is no monetary return by recipients. Typically, the majority of the students who receive Pell Grants also receive GSL's. However, there is no press on how many of the Pell Grant recipients are successful in completing their programs even though this was an outlay by the Federal Government with no provisions for any financial return.

Even though a built-in default rate will be experienced for a social program such as the GSL Program, emphasis needs to be placed on the quality of education rather than the quantity of defaults.

Section IV of this document proposes a state model to prevent defaults. The emphasis is on the quality of education and the training that is provided to the recipients. It is a positive and fair approach to the issue of defaults.

SECTION IV

COMMENTS ON

THE PREVENTION OF DEFAULTS
AND
QUALITY EDUCATION

GUARANTEED STUDENT LOAN PROGRAM

April, 1991

Higher Education Act of 1965, as amended
Title IV, Part B - Guaranteed Student Loan Program

THE PREVENTION OF DEFAULTS
and
QUALITY EDUCATION

States should play a strong role in the approval of postsecondary educational institutions that participate in Federal student aid programs. It is proposed that the 102nd Congress consider a new model during its deliberations of the Reauthorization of the Higher Education Act. The model proposed would provide a prevention function currently not present in Title IV of the Act.

With the states' active participation in determining eligible institutions and its subsequent oversight of the educational institutions, we could address better the issue of quality education. Such monitoring is done more effectively at the state level than on a national scale. Through these efforts, there would be a built in mechanism to prevent defaults. Students, who complete their education, are in a position to be employed and, thus, repay their student loan debts.

This approach would eliminate the need for the provisions as contained in P.L. 101-508, the Omnibus Budget Reconciliation Act of 1990. This Act excludes schools with default rates for each of the three most recent fiscal years of 35% and over from the GSL program after July 1, 1991. Beginning in Fiscal Year 1993, schools with default rates of 30% or more for the three most recent fiscal years will be excluded from participation.

State Approving Agencies

Michigan has had a system in place since 1947 in the form of its state approving agency, the Michigan Department of Education, under annual contract with the Department of Veterans Affairs (VA).

State approving agencies are responsible for the inspection, supervision, and approval of programs for veterans and other eligible persons under the Montgomery GI Bill. Before a veteran or eligible person can receive educational benefits, the educational program must be approved by the state approving agency and in this case, the Michigan Department of Education.

On-site inspection of individual student records, the review of curriculum of study, the verification of financial responsibility of schools/institutions, and the ability to investigate student complaints and provide technical assistance to insure compliance with VA standards are provided by the state approving agency.

Costs for these services are offset by the assurance that VA benefits are paid for eligible recipients only when quality education and training are being provided to the recipients.

At any time a quality education is not being provided to the student, the state approving agency can elect to withdraw the approval. If a student is not progressing at a rate of progress determined to be acceptable, the VA will discontinue veterans benefits for that person.

We believe that the state approving agency is a model that has much to contribute to the design of the institutional oversight process for Title IV of the Higher Education Act. This state approving agency model affords the federal government an economic way to conduct the Title IV approval process. It allows for the support of disadvantaged students, particularly minorities.

Monitoring of the proprietary schools that have GSL students would provide an opportunity for the state to examine the following:

1) Quality of program,

2) Student standards of progress,

3) Counseling/tutoring models for disadvantaged students, and

4) The tuition payment patterns of students.

It is, therefore, recommended that Congress amend the Higher Education Act to include provisions similar to those found in the Montgomery GI Bill.

SECTION V

COMMENTS ON

LOANS VERSUS GRANTS
AND
LOAN LIMITS

GUARANTEED STUDENT LOAN PROGRAM

April, 1991

Higher Education Act of 1965, as amended
Title IV, Part B - Guaranteed Student Loan Program

LOANS VERSUS GRANTS AND LOAN LIMITS

Congress needs to address the imbalance of loans versus grants; however, not to the extent of significantly altering the availability of Guaranteed Student Loans, which will help students meet the rising costs of a postsecondary education.

As inflation and other factors continue to result in increased costs there is little likelihood that Congress can maintain the resources necessary to keep pace with the costs.

As a start, it is recommended that financial aid for first-year students be limited to grant aid. By removing the costs associated with making loans to these students (interest subsidies, lenders' allowance and administrative cost allowance) and the costs associated with defaults, additional funds will be available to enhance Pell Grants.

If Congress does not front load grants for first-year students and these students remain eligible for Guaranteed Student Loans, it is recommended that no changes be made in the annual or aggregate loan limits for Stafford, SLS and PLUS Loans.

If Congress does eliminate first-year students from being eligible for Guaranteed Student Loans, it is recommended that the Stafford annual limit for undergraduates who have successfully completed the first year be $4,000. No other adjustments would be recommended in the annual or aggregate loan limits for Stafford, SLS and PLUS Loans.

While it can be argued that the existing loan limits do not provide ample financings for postsecondary education, there is grave concern for students overextending themselves to the point that they are unable to repay the debt, even though they may have successfully completed their educational program and are employed in their field of study. There is a point where the potential income of successful students may not be able to absorb or support the monthly payment demand.

There is also concern for the ability of these students to finance the education of their children. With the extended repayment plan available for Consolidation Loans (up to 25 years), student loan debt will influence today's borrowers' abilities to meet the costs of a postsecondary education for the second generation. While we support the extended repayment provision for borrowers with high debt, we do not support any efforts that would increase the loan debt of our borrowers.

SECTION VI

RECOMMENDED AMENDMENTS TO TITLE IV, PART B

GUARANTEED STUDENT LOAN PROGRAM

April, 1991

TITLE IV, PART B
RECOMMENDATION #1

Section Affected:

Section 427 - "Eligibility of Student Borrowers and Terms of Federally
Insured Student Loans"
Subsection (a) (2) (C) regarding deferments.

Section 428 - "Federal Payments to Reduce Student Interest Costs"
Subsection (b) (1) (M) regarding deferments.

Recommended Change:

1. For new borrowers, retain full-time and half-time in-school deferments; however, eliminate all other deferments and replace them with a 3-year hardship deferment that can be used for unemployment, temporary disability, Armed Forces, etc.
2. For new borrowers, apply the two in-school deferments and the maximum 3-year hardship deferment to all programs (Stafford, SLS, PLUS and the Consolidation Program).
3. For all borrowers eliminate the requirement that the student receive a loan in order to qualify for the half-time deferment.

Justification:

The recommendation to replace all deferments, other than the in-school deferments, with a hardship deferment that would be available for a maximum of 3 years would greatly simplify the deferment provisions of the Act. A simplification of the deferment provisions has been supported by many groups, including the National Council of Higher Education Loan Programs and the Consumer Bankers Association.

To remove confusion for the borrower who has received more than one type of loan, it is highly recommended that the same deferments apply to all four programs (Stafford, PLUS, SLS and Consolidation).

The requirement that a student obtain a loan during the period of half-time attendance in order to qualify for the half-time deferment promotes borrowing. Because of the concern for students overextending themselves and the concern for defaults, the half-time deferment should be available without the requirement that the student receive a loan during this period.

TITLE IV, PART B
RECOMMENDATION #2

Section Affected:

Section 427A - "Applicable Interest Rates"
Subsection (d) regarding the 8%-10% interest rate

Recommendation:

To avoid borrower confusion as a result of adjusting their accounts as specified in Subsection (e), known as the windfall provisions, it is recommended that the interest rate for all new borrowers since July 1, 1988, be changed to read as follows:

> "(1) 8 percent per year on the unpaid principal balance of the loan during the period beginning on the date of the disbursement of the loan and ending 4 years after the commencement of repayment; and
> "(2) DURING THE REMAINDER OF THE REPAYMENT PERIOD, AN ANNUAL VARIABLE RATE AS SPECIFIED IN SUBSECTION (c) OF THIS SECTION, WITH A MINIMUM RATE OF 8% NOT TO EXCEED 10%.

Justification:

This amendment would meet the intent of Congress, would simplify the loan terms for borrowers, would prevent the lender from actually overbilling the student and would avoid the problems associated with retroactive adjustments.

In addition, there would be consistency among the programs inasmuch as the variable rate that would be applied to Stafford Loans after the fourth year of repayment would be identical to the variable rate charged for SLS and PLUS Loans.

TITLE IV, PART B
RECOMMENDATION #3

Section Affected:

Section 428A - "Applicable Interest Rates"
Subsection (e) regarding the treatment of excess interest payments (windfall provisions)

Recommended Change:

In light of our Recommendation #2, subsection (e) would need to be deleted.

Justification:

The justification for Recommendation #2 applies to Recommendation #3. Adjustments would not be required inasmuch as the borrower would never be in a position of overpaying the interest due to the variable rate assessment.

TITLE IV, PART B
RECOMMENDATION #4

Section Affected:

Section 428 - "Federal Payments to Reduce Student Interest Costs"
Subsection (2) (C) regarding estimated financial assistance.

Recommended Change:

It is recommended that division (i) be changed to read as follows:

> "(i) a student's estimated financial assistance means, for the period for which the loan is sought, the amount of assistance such student will receive under subpart 1 of part A (as determined in accordance with section 484(b)), subpart 2 of Part A, and parts C and E of this title, and any amount paid the student under chapters 32, 34, 35 of title 38, United States Code, plus other scholarship, grant, or loan assistance, WITH THE EXCEPTION OF ANY LOAN OBTAINED BY A STUDENT UNDER SECTION 428A OR A PARENT UNDER SECTION 428B OF THIS ACT OR UNDER ANY STATE-SPONSORED OR PRIVATE LOAN PROGRAM WHICH WAS USED TO OFFSET THE EXPECTED FAMILY CONTRIBUTION OF THE STUDENT FOR THE PERIOD FOR WHICH THE LOAN WAS SOUGHT.

Justification:

The above amendment is needed to eliminate the possibility that a SLS, PLUS or private loan that was received to help offset the expected family contribution not be counted twice, once as family contribution and again as estimated financial aid.

TITLE IV, PART B
RECOMMENDATION #5

Section Affected:

Section 428 - "Federal Payments to Reduce Student Interest Costs"
Subsection (c) (8) regarding assignment of loans to the Secretary.

Recommended Change:

Amend paragraph (8) to read as follows:

"(8) Assignment to Protect Federal Fiscal Interest.-THE SECRETARY MAY REQUIRE THE GUARANTY AGENCY TO ASSIGN TO THE SECRETARY ANY LOAN OF WHICH IT IS THE HOLDER AND FOR WHICH THE SECRETARY HAS MADE A PAYMENT PURSUANT TO PARAGRAPH (1) OF THIS SUBSECTION AND WHICH MEETS ONE OF THE FOLLOWING CONDITIONS:

"(i) THE STATE'S STATUTE OF LIMITATION HAS EXPIRED;
"(ii) NO PAYMENT HAS BEEN APPLIED TO THE LOAN FOR THE LAST FIVE YEARS;
"(iii) THE DEFAULTED BORROWER IS A FEDERAL EMPLOYEE; OR
"(iv) THE SECRETARY HAS DETERMINED THAT GROSS NEGLECT OF THE DUE DILIGENCE REQUIREMENTS HAS OCCURRED.

Justification:

If the collection efforts by the guaranty agency are being effective, the collection of the loan should remain with the guaranty agency. Transferring loans to the Secretary greatly adds to borrower confusion, which should be minimized in any way possible.

TITLE IV, PART B
RECOMMENDATION #6

Section Affected:

Section 432 - "Legal Powers and Responsibilities"
Subsection (a) regarding general powers.

Recommended Change:

It is recommended that a new paragraph (7) and a new paragraph (8) be added, that would be worded as follows:

> "(7) PRESUME THE RESPONSIBILITIES OF A GUARANTY AGENCY OR OVERSEE THE TRANSFER OF LOANS AND RESPONSIBILITIES TO ANOTHER GUARANTY AGENCY IN THE EVENT A GUARANTY AGENCY IS NO LONGER WILLING OR ABLE TO FUNCTION AS A GUARANTY AGENCY. THE SECRETARY SHALL ENFORCE THE GUARANTEE ON THE LOANS HELD BY THE LENDERS OF THE LOANS AFFECTED.
>
> "(8) ENCOURAGE EQUAL ACCESS TO EDUCATION FOR ALL RACIAL GROUPS. THE SECRETARY SHALL NOT INTERFERE WITH AN INSTITUTION'S EFFORTS TO ELIMINATE DISCRIMINATION AND ITS EFFECTS AND TO ACHIEVE EQUITY AND DIVERSITY IN ITS POPULATION THROUGH THE CREATION OF FINANCIAL AID PROGRAMS.

Justification:

Inability of a Guarantor to Function: Lenders participating in the Guaranteed Student Loan Program currently have a "conditional guarantee." If at some point the guaranty agency, for whatever reason, no longer functions as a guaranty agency, there is question as to the validity of the loan guarantees, which have been generated by the agency. Because lenders made the loans in good faith and the inability of a guaranty agency to continue functioning in that capacity is out of the control of the lenders served by that guaranty agency, it is most appropriate that the Act be amended as recommended above.

Equal Access: Whether and to what degree racial prejudice exists in our society can be debated for a lifetime. But its effects are seen on the nation's college and university campuses every day--persons of color are seriously absent from graduating classes and from faculty rosters. The cost of college is a great deterrent to minority children, an overwhelming proportion of whom are from poor and uneducated backgrounds. The 1990 policy of the U.S. Department of Education, which prohibited programs designed to reach out to minority populations to correct the imbalance in the university world, should be loudly and clearly revoked.

TITLE IV, PART B
RECOMMENDATION #7

Section Affected:

Section 438 (a) - "Special Allowances"
Subsection (b) (2) (ii) regarding loans made with tax-exempt funds

Recommendation:

It is recommended that the following provision be added to (ii) to read as follows:

> "(ii) (IV) THE RATE FOR LOANS MADE PURSUANT TO SECTION 427A (d) FOR NEW BORROWERS AFTER JULY 1, 1988, TAKEN TOGETHER WITH THE INTEREST ON SUCH LOANS, SHALL BE SET SO AS TO PROVIDE A MINIMUM YIELD OF 9.5% FOR THE HOLDERS OF LOANS WHICH WERE MADE OR PURCHASED WITH FUNDS OBTAINED BY THE HOLDER FROM THE ISSUANCE OF OBLIGATIONS, THE INCOME FROM WHICH IS EXEMPT FROM TAXATION UNDER THE INTERNAL REVENUE CODE OF 1954.

Justification:

This amendment would assure that the limitation on interest payments or other conditions (or both) on loans made or insured under this part, would not impede or threaten to impede the carrying out of the purposes of this part or do not cause the return to holders of loans to be less then equitable, and that appropriate consideration of relative administrative costs and money market conditions is made in setting the quarterly rate of such payments.

TITLE IV, PART B
RECOMMENDATION #8

Section Affected:

Section 483 - "Forms and Regulations"
Subsection (a) (1) regarding common financial aid forms and processing.

Recommended Change:

It is recommended that paragraph (1) be amended as follows:

> "(1) The Secretary, in cooperation with representatives of agencies and organizations involved in student financial assistance, shall prescribe a common financial reporting form to be used to determine the need and eligibility of a student for financial assistance under parts A, C and E of this title (other than under subpart 3 of part A) and to determine the need of a student for the purpose of part B of this title. For the purpose of collecting eligibility and other data for the purpose of part B, INCLUDING BUT NOT LIMITED TO APPLICATION AND DEFERMENT FORMS, THE SECRETARY, IN COOPERATION WITH THE GUARANTY AGENCIES, SHALL DEVELOP AND SHALL PRESCRIBE THE USE OF SUCH COMMON FORMS BY APPLICANTS AND BORROWERS. ANY FORMS PRESCRIBED BY THE SECRETARY SHALL BE COMPREHENSIBLE FOR A PERSON WITH AN EIGHTH GRADE READING LEVEL. FOR PURPOSES OF PART B, THE APPLICANT MUST CLEARLY INDICATE A CHOICE OF LENDER. No student or parent of a student shall be charged a fee for processing the form prescribed by the Secretary. A student or parent may be charged a fee for processing an institutional or State financial aid form or data elements that is not required by the Secretary.

Justification:

Common Forms: Prescribing the use of common application forms, deferment forms and other forms used to administer Part B loan programs is crucial to the simplification of the programs.

Form Complexity: The complexity of financial aid application forms serves as a deterrent for low income families to apply for financial aid and for college acceptance. Their appearance is overwhelming to well-educated persons and high school drop-outs alike. They are more intimidating than home mortgage applications which involve much greater sums of money and more complex than federal income tax returns.

This forms a barrier to first generation students particularly, where no one in a family has experienced the process to know that financial help for college costs will result from persevering to what appears to be a very burdensome procedure. It is possible to create an application form that doesn't look so foreboding.

TITLE IV, PART B
RECOMMENDATION #9

Section Affected:

Section 484 - "Student Eligibility"
Subsection (g) regarding loss of eligibility for violation of loan limits.

Recommended Change:

It is recommended that subsection (g) be amended as follows:

> "(g) Loss of Eligibility for Violation of Loan Limits.-No student shall be eligible to receive any grant, loan, or work assistance under this title if the eligible institution determines that the student borrowed in violation of the annual loan limits under part B or part E of this title in the same academic year, or if the student borrowed in excess of the aggregate maximum loan limits under such part B or part E, UNLESS THE ELIGIBLE INSTITUTION HAS DOCUMENTATION THAT THE STUDENT REPAID ANY AMOUNT IN EXCESS OF THE ANNUAL OR AGGREGATE MAXIMUM LOAN LIMITS.

Justification:

If the student repays the amount which exceeded either the annual or aggregate maximum loan amount, it is reasonable that the student should be able to qualify for future aid under Title IV.

Mr. **Roemer**. [presiding] Thank you, Mr. Hawks. Mr. Miskel?

Mr. **Miskel**. Thank you, Mr. Chairman and members of the subcommittee. I'm Cecil Miskel, Dean of the School of Education at the University of Michigan. I am honored to appear before you today.

Mr. Chairman, reauthorization of Title V of the Higher Education Act provides an exciting opportunity to bring fundamental improvements and a new vitality to education in this country. Using a somewhat anecdotal approach, I want to describe three sets of experiences at the U of M that have implications for revising Title V.

First, we have created and tested an alternative route to certification that educates teachers not only in their subject matter and how to teach, but also who are reflective, critical thinkers. During the past year, for example, an accountant, a naval captain, a lawyer, and a biologist have left their offices behind to return to the classroom.

They entered the MAC program, as we affectionately call it. Students holding undergraduate degrees joined small teams and completed their studies together. University professors worked closely with public school teachers to plan activities and integrate course work and practical experiences. From the first week, MAC is field based. Participants spend at least 2 days a week at host high schools. Throughout, the students make periodic visits to schools that serve diverse populations of students.

After graduating with an English degree from Grinnell College, a MAC student, Deborah Helsing worked for a nonprofit organization that sponsored visits to Washington, DC for high school students. It was this experience that convinced her to go into teaching. If it had been possible to teach in the public schools without certification, Debbie says she would have tried it.

"Now, after being in the MAC program, I realize that learning about learning, and reflecting about it, are essential."

By stimulating similar programs, Title V can make basic improvements in teacher preparation and in the caliber of person entering the profession. A well funded scholarship program such as the current Mid-Career Teacher Training for nontraditional students, is critically needed.

Second, we are implementing partnership schools. The notion is to create collaborative relationships that promote educational change. Last fall, the U of M and two school districts started two partnership schools. Our experiences differed dramatically. In the middle school setting, the partnership idea received wide support from the beginning and is now changing the educational programs for both the middle school and university students.

For example, a new science curriculum using the latest technological tools will be introduced this fall. In contrast, progress at the high school has been limited and contentious. This partnership, called House One, was initiated by a team of outstanding high school teachers. Within the first month, it became evident that support was mixed.

Very recently the teachers wrote, "Although thoroughly experienced and successful in our classrooms, we were naive and untried in the political realm of educational reform." Overall, partnership schools are costly and complicated to create.

They may be even more tricky to maintain, many will fail. Nevertheless, they offer the potential to generate critically new models in education, and Title V should invest in a pilot program to support their design.

Third, a few colleagues and I have been working for a year with representatives from six companies on a different kind of business/education partnership. Our idea is that strong and thoughtful collaboratives can provide policy environments that will direct, support, and value educational reform.

Based on the earlier results in Michigan, I believe the new Title V should contain language to spur business/education partnerships with the mandate to produce policy environments that promote change and improvement.

In conclusion, Title V should help bring highly talented individuals into the teaching profession through enhanced scholarships, create a pilot test for partnership schools, and seed business/education alliances.

I would be glad to respond to any questions you might have. Thank you.

[The prepared statement of Cecil Miskel follows:]

STATEMENT OF
CECIL G. MISKEL, DEAN
SCHOOL OF EDUCATION
UNIVERSITY OF MICHIGAN

REGARDING THE
REAUTHORIZATION OF TITLE V OF THE HIGHER EDUCATION ACT

BEFORE THE
SUBCOMMITTEE ON POSTSECONDARY EDUCATION
EDUCATION AND LABOR COMMITTEE

WASHINGTON D. C.
JULY 16, 1991

Mr. Chairman and Members of the Subcommittee, I am Cecil G. Miskel, Dean of the School of Education at the University of Michigan. As a dean and professor of education and as a former science teacher and school principal, I am honored to appear before you today.

Mr. Chairman, the Reauthorization of Title V of the Higher Education Act provides an exciting opportunity to bring fundamental improvements and a new vitality to the education of teachers in this country. Title V can honor teaching, can help attract highly talented people to the field, can support their preparation for productive and challenging careers, and can promote basic improvements in schools and institutions of higher education. The proposals for Title V reauthorization by AACTE and the other nineteen organizations have been reviewed at the University of Michigan. We support their approach and have also endorsed their recommendations.

We know that approaches to educational reform work differently in different settings. In the past our approaches have probably been too rigid. In redesigning Title V, sufficient flexibility is needed to ensure that educational institutions can adapt programs and ideas for success to unique local conditions. At University of Michigan School of Education, we are developing and trying some exciting approaches to alternative routes for teacher preparation, partnership schools, and business/education partnerships that have the potential to transform our professional programs and schools. Taking a somewhat anecdotal approach, I want to share some illustrative program experiences with you and to suggest a few ideas for inclusion in the revised Title V.

Alternative Routes for Teacher Preparation

As criticism of teacher education mounted during the 1980s, many influential policy makers and legislative bodies sought to eliminate, reduce, or by-pass schools of education. At the University of Michigan, we have created an alternative route to becoming a teacher that effectively addresses the alleged shortcomings of traditional programs and points to new ways of looking at our schools of education as valuable national resources. They can incubate and test new models and approaches of educational change and improvement.

During the past year, a former accountant, a computer software salesperson, a retired naval captain, a bank executive, a lawyer, and a biology researcher, for example, have left their offices and regular paychecks behind to return to the college classroom. They have entered a University of Michigan program designed to give highly qualified college graduates and career changers a direct route to high school teaching certification and a master's degree in education.

The "MAC Program," as we call it, is organized very differently from traditional teacher education programs. To be admitted, the students must hold undergraduate degrees with academic majors and minors in subject matter fields. Small teams of about 15 students take their education courses together. The university professors, in close collaboration with host teachers in the public schools, work together to plan courses around central themes, integrating course work across the disciplines so that issues are examined from historical, philosophical, psychological, and practical perspectives. The goal is to educate teachers who not only know their subject matter and how to teach, but also are reflective, critical thinkers.

In addition to its intensive pace and work schedule -- MAC students are in class or teaching virtually from 9 a.m. to 5 p.m. five days a week -- and intimate size, the program differs from traditional teacher education programs because it is primarily field-based almost from the first week of classes. Participants spend at least two days a week in host high schools, observing and tutoring in the fall semester and teaching full time in the winter and spring terms. Throughout the program, the students make periodic visits to a range of schools in the Ann Arbor-Detroit area to compare teaching practices in urban, rural, suburban, and regional schools that serve students of various socioeconomic backgrounds. This helps the future teachers determine the type of school in which they will be best suited to teach. This aspect of the MAC Program also addresses a major problem found in some alternative certification programs that place students in settings in which they are not able to cope.

MAC students come from diverse backgrounds. After graduating with an English degree from Grinnell College in Iowa, Deborah Helsing worked for a social issues think tank and then for a non-profit organization that sponsors visits to Washington D.C. for high school students interested in government and politics. It was this experience that convinced her to go into teaching. "I didn't particularly like high school myself but I came to like high school students because they're honest. It's often easier to see through the bravado in them than my own peers," she says. Formerly, if it had been possible to teach in public schools without certification, Helsing says she would have tried it. "Now, after being in the program, I realize that learning about learning, and reflecting about it, are essential."

After earning a master's in business administration from Michigan State University, Pete Karsten went to work as an accountant in Detroit but quickly felt "like a very small cog in a large bureaucracy." While teaching had always been in the back of his mind, he hesitated to leave the security of a position for which he was well-trained. "It's a big step, once you've received a degree in a particular field, to turn around and do something else." Karsten thinks his greatest asset may be his understanding of the high school psyche. "Even now, I have to sell myself on why I need to know the material I'm teaching, so that I can sell my students on it. I'd just as soon be out playing ball as sitting in the classroom. So if I can convince myself, I know I can convince them."

The program is highly attractive to prospective career changers. Without advertising, we received about 200 inquiries and 65 applications for this year's class of 30. The 1991-92 class exhibits high quality academic undergraduate preparation, very high test scores, excellent undergraduate grades, extensive life experiences, and strong motivations to be teachers. The University of Michigan model and similar ones in other universities can be adapted for wide spread application. With programs like this one, schools of education offer too many rich opportunities to just throw them out or pass them by.

By supporting program development similar to the one at the University of Michigan, the new Title V can help make basic improvements in teacher preparation and the caliber of person entering the teaching profession. Two basic ideas should be incorporated into Title V. First, a well-funded scholarship program is critically needed to offset giving up lucrative jobs and to make it generally possible for highly talented and richly experienced career changers to move into teaching. Second, the scholarships should only be made available through teacher education programs in colleges and universities that demonstrate high standards and expectations for subject matter and professional preparation, extensive clinical experiences, and intensive collaboration between school and college/university professionals.

Partnership Schools

Under a variety of names -- partnership schools, professional development schools, professional practice schools, and America 2000 schools, these widely touted initiatives employ a related set of concepts. The general idea is to create partnerships that will improve professional practice and research in both elementary and secondary schools and in higher education. The assumption is that partnership arrangements will promote coordinated program restructuring in both types of organizations. Based on our experience at the University of Michigan, I believe that partnership schools can be of tremendous assistance in improving our educational system, but some cautions and caveats also need to be recognized.

In the fall of 1990 and with financial assistance from the University of Michigan and the Michigan Partnership for New Education, the School of Education and two school districts formed partnerships to start professional development schools in a high school and a middle school. Our experiences with the two schools differed dramatically.

Our initial efforts to define and implement the partnership concepts in the middle school show significant signs of success. After a year of hard work, we have gained some consensus on what a true partnership school should be, created shared governance structures and processes, and started a few restructuring projects. For example, decisions regarding goals, types of projects undertaken, research initiated, and desired outcomes are reached through consensus of Steering Committee members. The Steering Committee is composed of representatives from the middle school and university faculties and administrations, and officials in the school district office. Moreover, seven action research teams were formed. The Science Team is planning a new curriculum using a number of new technological tools, e.g., microcomputer-based laboratories (computer tools that allow students to collect and analyze laboratory data), telecommunication, and other computer tools such as word processing, spreadsheets, a concept mapping program, and hypercard. The Professional Development Action Team established a resource center for use by middle school and university staff and pre-service teachers. The center is located in the middle school library and houses four computers, networked together and also linked into the university computer system. The resource center also will house journals, books and sets of materials generated by the Steering Committee and individual action teams. The Student Development Team has examined attendance procedures, initiated inquiry into sources of attendance problems, and prompted timely generation of reports. Efforts are currently underway to examine discipline referrals and student achievement measures. Field experiences for prospective teachers are increasing in frequency and intensity. In sum, the partnership idea received wide support from the beginning and is starting to change the educational programs for both the middle school and university students.

In contrast, progress during the first year at the high school has been significantly less and far more contentious. This partnership, called House One, was initiated by a team of outstanding high school teachers with deep interests in restructuring their school and strong commitments to educating all students. They wanted to build on the ideas promoted by the Coalition of Essential Schools. Within a year, the teachers thought that they could build consensus around the House One ideas and plan a set of changes for the second year. By the end of the first month, however, it became evident that support for the partnership was mixed -- the original group of teachers and university faculty remained highly motivated and committed to the partnership; other high school teachers held a range of views; the union took no position; the superintendent and his staff favored the effort; the principal showed reluctance; and the leadership of the parent organization voiced opposition. The faculty members held many public and private meetings to discuss the proposals; the local newspaper printed several articles about House One activities and at least one negative editorial about its approach. Last month, the teachers observed that, "Although thoroughly experienced and successful in our classrooms, we were naive and untried in the political realm of educational reform. Thus, we near the end of a rather turbulent first year feeling both frustrated and exhilarated -- frustrated because meaningful change so often meets tough resistance; exhilarated because we have been successful in establishing an interdisciplinary ninth-grade program which represents a very big step toward our goal." Because of the intense resistance, the actual planning for the scaled-down pilot program had to wait until this summer.

Partnership schools also represent an expensive approach to school and higher education reform. Some policy analysts project start up costs of a million dollars per school. For a comprehensive change effort, our experience is that each school will cost about $275,000 extra per year to operate. If not carefully designed, implemented, and evaluated for application in other local situations, the result of partnership schools could easily be exceptional educational experiences for a relatively few isolated elementary and secondary students, prospective teachers, and teachers.

In sum, partnership schools are relatively costly and extremely complicated and difficult to create. Given the controversy that can be generated, partnership schools may be even more tricky to maintain. No doubt, many attempts will fail by simply being discontinued or by only pretending to make the needed changes. The process of creating true partnership schools represents extremely strong threats to existing practices and power relationships for the vested interest groups. With these caveats in mind, partnership schools still offer the potential to generate critically needed new models of education and the concept is well worth an investment in a large pilot program. By providing support for partnership schools, Title V can promote improved teacher preparation and educational practice in schools.

Business/Education Partnerships

Business people and educators have designed and used a number of partnership arrangements. Common examples include compact agreements for jobs and scholarships in exchange for heightened student achievement, various "adopt-a-school" schemes, strategic planning assistance, and businesses lending mathematicians, computer scientists and other technical personnel to schools. A central characteristic of these partnerships is that businesses provide direct financial or personnel support for specific program applications in schools. The private sector should be encouraged to continue supporting these important efforts.

For the past year, however, a few University of Michigan colleagues and I have been working with representatives from six Michigan Business Roundtable (M-BRT) companies -- Dow Chemical Company, Ford Motor Company, Kellogg Company, Kmart Corporation, Upjohn Company, and Whirlpool Corporation -- on a different kind of business/education partnership. Our idea is that strong and thoughtful business/education partnerships can provide a policy environment that will direct, support, and value educational reform. Instead of primarily providing monetary or other direct support for change, the idea is to create business/education partnerships that can broker, facilitate, and catalyze educational change at the local, state, and national levels.

Starting about a year ago, our first two accomplishments were to complete a comprehensive analysis of the educational situation in Michigan and to state our findings and conclusions in a document, which will be called Education Excellence: Michigan's Bottom Line. This state-of-the-art report sets forth a vision of high achieving schools and presents a comprehensive group of educational changes that the member companies want Michigan schools and schools of education to attain during this decade. Advocating educational excellence and world class standards, the focus is on four policy areas -- upgrading the curriculum and expectations for learning, improving assessment and accountability systems, extending educational opportunities to pre-school age children, and helping school districts in poverty. For example, a basic goal is to ensure that every child will enter the third grade with solid skills in reading and mathematics. We also make strong supporting recommendations for site-based management and alternative routes for teacher certification.

After reaching agreement on the report's content, the M-BRT group started meeting with a range of individuals and groups to assess their reactions and to promote policy discussions about the need for educational reform. For instance, we have talked with the Governor and his staff, legislators, members of the State Board of Education, officials in the State Department of Education, leaders of the State Chamber of Commerce, and others. We are planning future meetings with business, political and media leaders, and the general public to further enrich the policy environment for educational change.

As is being shown by the Michigan experience, business and education partnerships can produce a policy environment that promotes educational change and improvement. At a low relative cost, serious dialogue and joint action can produce mutually beneficial outcomes -- improved education for our children and economic competitiveness for our businesses. Therefore, the new

Title V should contain language to spur business/education partnerships that will work to advance both our educational and economic systems.

Conclusion

A lot of exciting things are going on at the University of Michigan and in the State of Michigan to improve our educational system. Universities and their schools of education are in the trenches on educational reform. We know that ultimately our institutions depend on a total quality approach to education. We have a vested interest in seeing the total system improved, from pre-school, to K-12, to higher education, to adult education.

Title V of the Higher Education Act has played key roles in improving teacher education in this country through scholarships and program development projects. The reauthorized Title V can play an even larger role by helping to bring highly talented individuals into teaching careers through enhanced scholarship programs, by creating partnership schools, and by promoting business/education partnerships. Focussed initiatives in each of these areas would be excellent investments in our nation's future.

I do appreciate the strong, knowledgeable, and committed leadership of the Subcommittee. I also am deeply grateful for this opportunity to speak to you today and will be glad to respond to any questions you might have.

Mr. **Roemer**. Thank you, Dr. Miskel.

The gentleman from New York, would you like to recognize our next witness?

Mr. **Serrano**. Thank you, Mr. Chairman. I just want to take this opportunity to welcome Senator John Perry. Jack Perry is a friend. We served together in the New York State Legislature. He is a proponent and really a true friend in the area of migrant education, an area which is very dear to my heart since it affects so many people in great need.

Jack, it's great to see you here. It's great to see that you are still committed to the same battle. I say that with respect, because this is one where there are not too many people willing to help, and you continue to be a leader in it. I just want to take this prerogative to just say "hello" and to let the world know how great I think you are. Thanks.

Mr. **Perry**. Thank you, Congressman.

Mr. **Roemer**. With that introduction, I call the Honorable John Perry.

Mr. **Perry**. Thank you, Mr. Chairman.

My name is John Perry. Besides being a State Senator from New York, I am also the senior project consultant for the Interstate Migrant Education Council, and I am here to testify for the establishment of the National Mini-Corps for migrant students, as submitted to the committee by the Interstate Migrant Education Council in April.

There are six elements to this proposal. This is a rather narrow proposal dealing with migrant students. There are six key elements to the National Mini-Corps. First of all, it is established at an institute of higher education. Secondly, it provides outreach, recruitment, and a advisement to middle and secondary migrant students.

Thirdly, it encourages migrant students to enter the teaching profession. Fourthly, it develops special resources at the institutions of higher education to teach elementary and secondary migrant students, and fifth, it utilizes migrant college students, who are the members of the Mini-Corps, as teacher aides and role models in elementary and secondary migrant education programs.

Finally, which is very important for migrant students, it pays the Mini-Corps student a stipend for his or her work with younger migrant students.

The National Mini-Corps is modeled after the Mini-Corps of the State of California. The California Mini-Corps has been in existence since 1967. It has a proven track record, and it is an exemplary program. Incidentally, it's a demonstration, in my judgment, of the efficacy of our Federal system where a State develops a program, refines it, and offers it to the rest of the Nation.

In establishing at the national level a Mini-Corps, there will not be a need to have a demonstration project. We have the proof that the Mini-Corps works; it has worked in California since 1967, for over 25 years. The National Mini-Corps is embodied in Mr. Goodling's bill, H.R. 2495, The Teacher Leadership Act. Of that bill it is Part B, Section 3, of H.R. 2495.

I think it is appropriate to inform the committee very briefly of the history of migrant education as funded by the Federal Government as a supplemental program under Chapter 1. In the 1960s and 1970s, the migrant education program was primarily a program that supplemented services to elementary school children. In the late 1970s and in the 1980s, there was a strong effort to start programs at the secondary level.

This has been rather difficult because there is a high dropout rate for migrant students after the sixth and seventh grade level. There are difficulties in accruing credits as children move from one State and one school district to another, transfer of credits is difficult, and also there is always the need for family income.

The State programs for migrant education, funded by the Federal Government, have had dramatic successes in reducing the dropout rate. The best evidence that we have is that before 1980, the dropout rate was 90 percent for migrant students, only 10 percent completing their secondary education. The best evidence that we have in 1990 is that the dropout rate is about 50 percent.

The curve is going in the right direction. Fifty percent is not great, but the curve is certainly going in the right direction. Recent random studies in California, where the Mini-Corps is in existence, indicate that the dropout rate is only 30 percent, which is what it is on the average in States such as New York or California.

As I indicated, I am the project director or the senior project consultant for the Interstate Migrant Education Council, which is called IMAC. IMAC has thoroughly examined how to have more migrant students complete secondary schools, enter postsecondary education, and have a successful postsecondary experience.

This has been going on for 4 years, since we cosponsored with the education commission of the States, the National Forum for Youth at Risk, in December 1987. In essence, this is what we have found, and it's not fundamentally different for other students, I don't believe. There must be a comprehensive program for these students. The programs must begin in the early grades. There must be established role models to which these students can identify. There should be early advisement of the student, starting in the fifth and sixth grade, not the eleventh and twelfth grade; fifth and sixth grade, and that has to have continuing counseling throughout the middle school years and the secondary school years.

Once students get into postsecondary education there must be support services. My judgment is there must be support services beyond the freshman year such as in existence in the CAMP program currently, and because of the uniqueness of migrant students who are working with their families, there has to be stipends for them to withdraw them from the workforce and to give them some supplemental income.

Some of the elements that I have just mentioned are in the various TRIO programs, and certainly some of them are in the College Assistance Migrant Program, the CAMP, but there is no comprehensive program for migrant students that helps elementary school children, secondary school children, and college students. With a Mini-Corps, we get the added benefit that not only will you help this whole group of children from K through postsecondary education, but you will attract many people into the teaching profession, most of whom would be minorities.

The Interstate Migrant Education Council is actively engaged at this time in attempting to work with institutions of higher education to get more migrant students into college and other secondary institutions. We are in the process of holding State-by-State seminars with representatives of the higher education institutions to explain to them the uniqueness of the migrant students, the extraordinary obstacles and barriers that they face, and what we believe the role of the institutions of higher education might be.

We are getting a receptive response, but it is a fact that to put such a program that we envision in place takes resources on behalf of the institute of higher education. There are some resources for advisement, for counselling, et cetera, et cetera, which means that to deal with the higher education schools with a population—especially if we are asking to deal with them at the fifth and sixth grade level when we still have a 50 percent dropout, this is a very hard sell, I must say, although they are receptive.

The establishment of a National Mini-Corps, which would provide the necessary resources and the concept, would make this effort much easier and would make it a much easier sell.

Thank you, Mr. Chairman.

[The prepared statement of Hon. John Perry follows:]

Interstate
Migrant
Education
Council

A Special Project of the Education Commission of the States

TESTIMONY BEFORE THE SUBCOMMITTEE ON POSTSECONDARY EDUCATION ON TITLE V OF THE HIGHER EDUCATION ACT

By The Interstate Migrant Education Council (IMEC)

JULY 16, 1991

OVERVIEW

Mr. Chairman, committee members, the Interstate Migrant Education Council (IMEC) welcomes this opportunity to call your attention to the continuing needs of migrant students who wish to participate in programs available through the Higher Education Act of 1965. Our purpose is to highlight the need to insure access and equity for migrant student participation in programs available under the provisions of the Act. Recommendations submitted to the Subcommittee on April 8 address overall amendments to the Act. This portion of IMEC's testimony focuses on the recommendation to create a National Mini-Corps program.

NEEDS OF MIGRANT STUDENTS

The education needs of migrant students are well documented. Although progress has been made in certain areas through efforts supported by Congress over the years including Chapter 1 and the HEP/CAMP programs, migrant students, because of economic and a host of other factors, were described by the Office of Planning, Budget and Evaluation (OPBE) in February 1990 as follows:

> The Department found that migrant children as a group are severely disadvantaged. Migrant children are, on average, over two years behind academically when compared to all students in the same grade. The study also found that this situation is made worse because migrant children tend to be older than the average child in the same grade.

One way of viewing the task faced by migrant children is to compare their participation in education with a runner required to enter a race twenty yards behind the starting line. Our recommendations address this issue by calling for a National Mini-Corps program which would enable educators to work cooperatively to assist students in their education. This

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recommendation is in concert with recommendations set forth by the State Higher Education Executive Officers (SHEEO) and the Education Commission of the States (ECS) task forces on diversity in institutions of higher education.

Information available from the State Higher Education Executives Officers, 1987 publication **Trends in Higher Education Participation and Access,** reveals that the overall participation of minorities in higher education averaged 16% of the eligible population from 1968 through 1984. If this 16% figure is compared to migrant students served in the College Assistance Migrant Program (C.A.M.P.) the data show a significant disparity in migrant student participation. Table I below illustrates available information from the Migrant Student Record Transfer System (MSRTS) and HEP/CAMP Association which show 1.8% and 2% of migrant students who are 12th graders entered postsecondary C.A.M.P. programs in 1989 and 1990. (Information regarding overall migrant student participation in institutions of higher education is not available.)

TABLE I

MIGRANT STUDENT PARTICIPATION IN C.A.M.P.
VERSUS MINORITY PARTICIPATION IN HIGHER EDUCATION

Time Period	No. of Migrants in 12th Grade	Migrants in C.A.M.P.		Minorities in Higher Education
		No.	%	%
1989	15,232	280	1.8	16
1990	16,689	347	2.0	16

What Is The National Mini-Corps Proposal?

The National Mini-Corps proposal was submitted as an amendment to Title V Part B of the Act. A complete description of the Amendment requesting inclusion of National Mini-Corps in Title V Part B may be found in attachment A.

The main components of the proposal are that it would provide:

1. a program to give opportunities for former migrant students enrolled in college to serve as role models to migrant students in the classroom. This program is intended to provide academic hands on experience to former migrant students who are pursuing a teaching career;

2. outreach and recruitment services to reach former migrant students who themselves or whose parents have spent a minimum of 75 days during the past 24 months in migrant and seasonal farmwork, and who are currently enrolled in a teacher training program;

3. supportive and instructional services to former migrant students enrolled in community colleges or universities that enable participants to provide direct categorical supplemental instructional services to children participating in the Chapter 1 Migrant Education Program during the regular school year or summer;

4. master teachers who then provide lessons and materials that are designed to meet the academic needs of migrant students in the classroom;

5. supplemental services to reinforce the basic skills and concepts provided by the teacher;

6. designated college coordinators at participating institutions to train, supervise and assign students cooperatively with the operating state agency in which migrant students with special needs have been identified;

7. opportunities for mini-corps participants to work with migrant students in schools from 10 to 15 hours per week and receive stipends for such services;

8. academic assistance, home visits, and family advocacy;

9. an in-school component which provides supplemental instructional services for migrant students in a classroom setting and at migrant labor centers. Areas of instruction are coordinated with the overall education goals of the Operating Agency; and

10. program components which may include other areas such as environmental education or health education.

ESTABLISHMENT OF A NATIONAL MINI-CORPS PROGRAM

Implementation of the National Mini-Corps Program makes good sense from many different standpoints. First, from the student and family's perspective it provides the Mini-Corps trainee with an option to work and complete training to enter the teaching or related profession; this is not a give-away program. The Mini-Corps trainee works for a small stipend which helps the student as he/she works toward a degree. Second, it complements the HEP/CAMP program by beginning after the trainee has established him/herself in college. Third, it maximizes the use of available talent by placing the trainees in schools wherein they serve as aides and role models in migrant programs for younger children. Fourth, it stimulates partnerships between SEAs, LEAs, communities and institutions of higher education. Fifth, it maximizes the use of public monies by having the trainees assist in ongoing programs for migrant children and by using a model concept which has worked successfully in California since 1967. Additional resources would not have to be used to develop and test the model; rather applicants could use the concept but tailor it to meet local needs. Sixth, Mini-Corps would address many of the recommendations advocated by SHEEO, ECS and others to assist students throughout their education careers. Finally, the model would help to fill the need to encourage students to enter the teaching profession.

IMEC recommends that the Committee consider adoption of the National Mini-Corps proposal as part of the programs included under Title V Part B-School, College, and University Partnerships. IMEC is requesting that $15 million be allocated for this purpose. The rationale for this recommendation is that California provided $4.3 million to meet that state's student needs in the last fiscal year.

Rationale for National Mini-Corps

WHY SHOULD ANOTHER PROGRAM FOR MIGRANT STUDENTS BE DEVELOPED?

The proposed National Mini-Corps is a comprehensive program to aid in the transition from secondary education to postsecondary education for migrant students which will focus on the training of these students to become teachers. This process will also enhance the education of migrant students in elementary and secondary schools through college students acting as teacher aides/role models.

WHO WOULD BENEFIT FROM THE PROGRAM?

Migrant students who are entering postsecondary education and who have chosen to enter the teaching profession. The Chapter 1 Migrant Education Program would also benefit by having additional personnel available to work with student and family participants. Also, LEAs and participating colleges and universities would benefit by engaging in a partnership that would enhance the supply of culturally sensitive and minority/bilingual teachers capable of working with migrant students.

WHY IS THE MINI-CORPS MODEL PROPOSED?

The Mini-Corps Program has operated successfully in California since 1967. The program has thousands of ex-Mini-Corps graduates who are now professional educators in California and other parts of the nation. The program has received national recognition from the U. S. Department of Education. In 1979 Mini-Corps was designated as a National Diffusion Network Exemplary Program. The program also received the Certificate of Merit for Outstanding Progress Toward Excellence in Compensatory Education in 1985.

WHAT ARE SOME OF THE ADVANTAGES OF THE MINI-CORPS MODEL?

The Mini-Corps approach stresses several components of change which are being recommended in higher education by various organizations such as the SHEEO. For example, the Mini-Corps addresses student needs throughout the education of children; encourages linkages and partnerships among various entities including state education agencies, colleges and universities, local education agencies, federal and state programs, the business and education sectors, and schools and families; addresses the need for encouraging more students to enter the teaching profession; and requires that participants work a portion of the time as they are earning a stipend and credits toward graduation.

REAUTHORIZATION RECOMMENDATIONS TO THE HIGHER EDUCATION ACT OF 1965

P.L. 89-329

Amendments to Title V Part B	Current Language	Amended Language	Rationale
		And inserting a new Section 527(a) to read as follows: *Sec. 527(a) AUTHORIZATION OF APPROPRIATIONS.–There are authorized to appropriated for the National Mini-Corps Program $15,000,000 for fiscal 1993 and such sums as may be necessary for each of the four succeeding fiscal years.*	The migrant education community feels strongly that the implementation of the National Mini-Corps Program ought to be fully funded in order for its impact to be felt. This is not a pilot program. The Mini-Corps Program has operated successfully in California since 1967, and in 1979 received national recognition from the U.S. Department of Education, having been designated as a National Diffusion Network Exemplary Program. The thrust of this recommendation is to encourage the establishment of the concept at the national level and encourage the adaptation at the State and local levels.

Attachment A

REAUTHORIZATION RECOMMENDATIONS TO THE HIGHER EDUCATION ACT OF 1965

P.L. 89-329

Amendments to Title V Part B	Current Language	Amended Language	Rationale
PART B - SCHOOL, COLLEGE, AND UNIVERSITY PARTNERSHIPS	PURPOSE Sec. 521. (...) PARNERSHIP AGREEMENT Sec. 522.(a) PARTNERSHIP AGREEMENT.-- (...) (b) CONTENTS OF AGREEMENT.-- (...) GRANTS SEC. 523 (a) DIVISION BETWEEN SCHOOL-YEAR AND SUMMER PROGRAMS. -- (...) APPLICATION FOR GRANTS SEC. 524. (a) APPLICATION REQUIRED. -- (...) COMMUNITY COLLEGE PILOT PROJECT SEC. 525. (a) PROGRAM AUTHORIZED. -- (...)	Part B is amended by inserting a new Section 526 to read as follows: *SEC. 526(a) PROGRAM AUTHORIZED.-- In addition to the grants awarded under sections 523 and 525, the Secretary is authorized to carry out a program to be known as the national mini-corps program.* *(b) PURPOSE OF NATIONAL MINI-CORPS PROGRAM.- The national mini-corps program shall be designated to: (1) provide migrant students, who meet the requirements of section 418A(c)(1) and who are enrolled, or plan to enroll, in an institution of higher education, with advisement, training, and instructional services, to be role models for migrant children, and to provide a link with the migrant community;* *(2) provide outreach and recruitment services to encourage migrant students, who meet the requirements of section 418A(c)(1) and who are currently enrolled in a teacher training program, to be role models for migrant children;* *(3) provide support and instructional services to migrant students, who meet the requirements of section 418A(c)(1) and who are enrolled in an institution of higher education, to enable such migrant students to provide direct instructional services to migrant children participating in programs under section 1201 of the Elementary and Secondary Education Act of 1965 during the regular or summer terms. Such services may include:* *(A) lessons and provision of materials that are designated to meet the academic needs of migrant children in the classroom;* *(B) supplemental instruction to reinforce the basic skills and concepts provided by the teacher; and* *(C) instruction in other areas, including environmental or health education;* *(4) designate college coordinators at participating institutions to train, supervise and assign migrant students in cooperation with the operating state agency in which migrant children with special needs have been identified;* *(5) provide academic assistance, home visits, parental involvement, parent-student advisement services, and family advocacy;* *(6) provide that the instructional services for migrant children are to be*	

REAUTHORIZATION RECOMMENDATIONS TO THE HIGHER EDUCATION ACT OF 1965

P.L. 89-329

Amendments to Title V Part B	Current Language	Amended Language	Rationale
		coordinated with the overall education goals of the operating state agency and *(7) provide that migrant students, participating in programs under this subsection, work from 10 to 15 hours per week and receive stipends for such services.*	Programmatically, the Mini-Corps approach benefits the participating students, both those enrolled in institutions of higher education (IHEs) and recipients of the services (students in grades K-] PreK- 12). The Mini-Corps approach stresses several components of change which are being recommended in higher education by various organizations such as the State Higher Education Executive Officers. Among the strong points addressed by the Program are: - Instilling leadership and training skills; - Providing positive role models; - Training future educators from cultural diverse backgrounds; - Reducing migrant student attrition. - Providing opportunities for the formation of partnerships which enable programs to implement multi-faceted programs in areas such as environmental and health education.

Mr. **Roemer**. Thank you. Dr. Garibaldi?

Mr. **Garibaldi**. Thank you.

Mr. Chairman, members of the Subcommittee on Postsecondary Education, I am Antoine Garibaldi, currently my title is Vice President for Academic Affairs at Xavier University of New Orleans. I appear today on behalf of the United Negro College Fund, our 41 member presidents and institutions, including almost 50,000 students from 48 States and 30 foreign countries and U.S. territories.

I am pleased to present, on behalf of UNCF, and to incorporate the experience of two of UNCF's participating institutions in the consortium of minorities in teacher education, our recommendations for reauthorization of Title V of the Higher Education Act. Title V contains only two funded programs: the Paul Douglas Scholarship program and the Christa McAuliffe Fellowship program.

While the need is great, especially as it pertains to the Nation's need to increase the number of minority teachers in the classroom, limited Federal resources have prevented the Federal Government from dramatically increasing the number of African Americans and Hispanic Americans entering the teaching profession.

With Congress' budget limitations clearly in mind, we recommend that the Federal Government focus its attention on historically black colleges and universities, and institutions with significant black, Hispanic, and Native American students in their teacher education programs, or white students intending to teach in predominantly minority school districts, because these institutions, which have previously and continue to produce the largest numbers of minority teachers in this country.

UNCF urges this subcommittee to narrow both the target groups of institutions for this title, and to limit the programs to be funded over the next 5 years.

One of the major educational issues before the country is the need to maintain a viable teaching force. Several national reports have focused specifically on the urgent need for a national strategy to recruit, retain, and better prepare teachers, especially for our public schools.

Currently, more than half of all teachers have more than 15 years of experience. Some are leaving and entering other fields, and the supply of graduates of teacher education programs at colleges and universities is insufficient to meet the demand. Even alternative certification and emergency waivers of certification, which were implemented in many school districts to abate the shortage, have been unable to increase the teaching force to required levels.

Moreover, less than 20 percent of all current teacher education graduates are interested in working in major metropolitan areas, according to the last 4 years' surveys of the American Association of Colleges of Teacher Education's Research Committee, of which I am a member. Thus, the greatest impending shortages will be in inner city schools in the very near future.

More troubling, however, is the particular need for minority teachers. While the student population in the Nation's schools is becoming increasingly minority, the pool of minority teachers is decreasing. Minority students constitute over 20 percent of the student population, and they already comprise the majority in at least 50 urban school systems across this country.

However, only 10 percent of the 2 million teachers in American are nonwhite, down from 11.1 percent in 1979. National statistics indicate that although 16 percent of the school population is black and 9 percent is Hispanic, black teachers account for only 6.9 percent of the teaching force, compared to 8.6 in 1973. Less than 2 percent are Hispanic.

By the end of the century, over a third of the population in the Nations public schools will be from minority groups, whereas only 5 percent of the teachers will be from these groups. Many groups have indicated that it is important that we have a minority teaching force comparable to numbers of 10 percent and even higher, because all of our children need to be exposed to a diverse group of teachers.

While the pool of prospective nonwhite students who could be recruited into teaching is low because of low high school graduation rates, smaller numbers who are attending and graduating from college, as well as more and better financial opportunities in other career fields, historically black colleges and universities and predominantly Hispanic institutions continue to produce the major share of minority teachers.

Almost half of the black graduates who are entering teaching careers today are graduating from historically black colleges and universities, of which there are only 104. These colleges and universities have the experience and institutional strengths to expand those numbers, but there is a tremendous need for more scholarships for those minority students who want to become teachers.

Moreover, as I have described in my prepared testimony, the exemplary pre-college programs of Knoxville College and Xavier University of Louisiana, in collaboration with other diverse postsecondary institutions, are models to be emulated and replicated across this country.

Results are maximized through initiatives such as Knoxville College's Future Teacher Institute, Xavier's Teacher Mentorship program, and both of our schools' Future Teacher clubs, because students' academic skills and motivation will be increased, and their interest in college and teaching will be enhanced.

UNCF believes that historical black colleges and other minority and majority institutions with proven records of educating minority and majority students, and who went to public school instruction in majority minority schools and school districts, are those schools and school districts with substantial minority enrollments are best suited for, and should be, the primary recipients of Federal resources through this Title.

While all schools of education and liberal arts education institutions have a contribution to make, limited Federal resources must be targeted on those schools with proven records in this area. However, black colleges and other identifiable colleges and universities offer the greatest promise for training and educating a critical mass of minority teachers.

We believe, however, that we must go much further than the bills considered during the 101st Congress, and recommend that the following be included in the Higher Education Act reauthorization as well.

First, create a program authorizing matching Federal institutional demonstration grants to colleges of teacher education or liberal arts institutions with teacher preparation programs to develop institutionally-based programs to recruit, educate, and retain students, and place them as teachers in urban and rural school districts with 50 percent minority student populations.

Secondly, double the number of Paul Douglas scholarships with a $1,000 incentive increase in the scholarship award to minority students who agree to enter majority minority school districts after graduation. Third, authorize school college partnership grants to local educational agencies which enter into collaborative arrangements with colleges and universities who identify and encourage minority students in the 7th through 12th grades, to inspire and prepare for careers in elementary and secondary school teaching.

Fourth, authorize Federal funds for consortia of colleges and universities focused on increasing the number of minorities entering the teaching profession, such as the Consortium for Minorities in Teaching Careers.

We believe that if Congress focuses its limited resources on institutions with demonstrated track records, such as historical black colleges, we believe that maximum benefits will be realized. As a former chairman of education at Xavier University for 7 years, I can assure you that we have a serious job to do and a limited amount of time to accomplish the task.

I hope Congress will make a commitment to attacking this problem in this reauthorization with our suggestions, and will keep that commitment by focusing limited Federal funds on institutions that are equally committed to the resolution of the problem, and possess the capacity to help solve the problem.

Thank you.

[The prepared statement of Antoine Garibaldi follows:]

United Negro College Fund, Inc.

TESTIMONY OF DR. ANTOINE GARIBALDI
VICE PRESIDENT FOR ACADEMIC AFFAIRS
XAVIER UNIVERSITY OF NEW ORLEANS

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES
JULY 16, 1991

MR. CHAIRMAN, MEMBERS OF THE SUBCOMMITTEE ON POSTSECONDARY EDUCATION, I AM ANTOINE GARIBALDI, VICE PRESIDENT FOR ACADEMIC AFFAIRS AT XAVIER UNIVERSITY OF NEW ORLEANS. I APPEAR TODAY ON BEHALF OF THE UNITED NEGRO COLLEGE FUND (UNCF), OUR FORTY-ONE MEMBER PRESIDENTS AND INSTITUTIONS, INCLUDING ALMOST 50,000 STUDENTS FROM 48 STATES AND 30 FOREIGN COUNTRIES AND U.S. TERRITORIES.

I AM PLEASED TO PRESENT ON BEHALF OF UNCF, AND TO INCORPORATE THE EXPERIENCE OF TWO OF UNCF's PARTICIPATING INSTITUTIONS IN THE CONSORTIUM OF MINORITIES IN TEACHER EDUCATION, OUR RECOMMENDATIONS FOR REAUTHORIZATION OF TITLE V OF THE HIGHER EDUCATION ACT. IT SHOULD BE POINTED OUT THAT TITLE V CONTAINS ONLY TWO FUNDED PROGRAMS (THE PAUL DOUGLAS SCHOLARSHIP PROGRAM AND THE CHRISTA MCAULIFFE FELLOWSHIP PROGRAM), AND WHILE THE NEED IS GREAT -- ESPECIALLY AS IT PERTAINS TO THE NATION'S NEED TO INCREASE THE NUMBER OF MINORITY TEACHERS IN THE CLASSROOM -- LIMITED FEDERAL RESOURCES HAVE PREVENTED THE FEDERAL GOVERNMENT FROM DRAMATICALLY INCREASING THE NUMBER OF AFRICAN AMERICAN AND HISPANIC AMERICANS ENTERING THE TEACHING PROFESSION. WITH CONGRESS' BUDGET LIMITATIONS CLEARLY IN MIND, WE RECOMMEND THAT THE FEDERAL GOVERNMENT FOCUS ITS ATTENTION ON THOSE INSTITUTIONS -- HISTORICALLY BLACK COLLEGES AND UNIVERSITIES AND INSTITUTIONS WITH SIGNIFICANT BLACK, HISPANIC, NATIVE AMERICAN STUDENTS IN THEIR TEACHER EDUCATION PROGRAMS OR MAJORITY STUDENTS INTENDING TO TEACH IN MAJORITY MINORITY SCHOOL DISTRICTS -- WHICH HAVE PREVIOUSLY AND CONTINUE TO PRODUCE THE NUMBERS OF MINORITY TEACHERS IN THIS COUNTRY. UNCF URGES THIS SUBCOMMITTEE TO NARROW BOTH THE TARGET GROUPS OF INSTITUTIONS FOR THIS TITLE AND TO LIMIT THE PROGRAMS TO BE FUNDED OVER THE NEXT FIVE YEARS.

DEFINING THE PROBLEM

ONE OF THE MAJOR EDUCATIONAL ISSUES BEFORE THE COUNTRY IS THE NEED TO MAINTAIN A VIABLE TEACHING FORCE. SEVERAL NATIONAL REPORTS HAVE FOCUSED SPECIFICALLY ON THE URGENT NEED FOR A NATIONAL STRATEGY TO RECRUIT, RETAIN AND BETTER PREPARE TEACHERS, ESPECIALLY FOR OUR PUBLIC SCHOOLS: MORE THAN HALF OF ALL CURRENT TEACHERS HAVE MORE THAN 15 YEARS OF EXPERIENCE, SOME ARE LEAVING AND ENTERING OTHER FIELDS, AND THE SUPPLY OF GRADUATES OF TEACHER EDUCATION PROGRAMS AT COLLEGES AND UNIVERSITIES IS INSUFFICIENT TO MEET THE DEMAND. EVEN ALTERNATIVE CERTIFICATION AND EMERGENCY WAIVERS OF CERTIFICATION WHICH WERE IMPLEMENTED IN MANY SCHOOL DISTRICTS TO ABATE THE SHORTAGE HAVE BEEN UNABLE TO INCREASE THE TEACHING FORCE TO REQUIRED LEVELS. MOREOVER, LESS THAN 20% OF ALL CURRENT TEACHER EDUCATION GRADUATES ARE INTERESTED IN WORKING IN MAJOR METROPOLITAN AREAS, ACCORDING TO THE LAST FOUR YEARS' SURVEYS OF THE AMERICAN ASSOCIATION OF COLLEGES OF TEACHER EDUCATIONS' RESEARCH COMMITTEE, OF WHICH I AM A MEMBER. THUS, THE GREATEST IMPENDING SHORTAGES WILL BE IN INNER CITY SCHOOLS IN THE NEAR FUTURE.

MORE TROUBLING, HOWEVER, IS THE PARTICULAR NEED FOR MINORITY TEACHERS. WHILE THE STUDENT POPULATION IN THE NATION'S SCHOOLS IS BECOMING INCREASINGLY MINORITY, THE POOL OF MINORITY TEACHERS IS DECREASING. MINORITY STUDENTS CONSTITUTE OVER 20% OF THE STUDENT POPULATION AND THEY ALREADY COMPRISE THE MAJORITY IN AT LEAST 50 URBAN SCHOOL SYSTEMS ACROSS THE COUNTRY. HOWEVER, 10% OF THE TWO MILLION TEACHERS IN AMERICA ARE NON-WHITE, DOWN FROM 11.1% IN 1979.

NATIONAL STATISTICS INDICATE THAT ALTHOUGH 16% OF THE SCHOOL POPULATION IS BLACK AND 9% IS HISPANIC, BLACK TEACHERS ACCOUNT FOR ONLY 6.9% OF THE TEACHER FORCE (COMPARED TO 8.6% IN 1973) AND ONLY 1.9% ARE HISPANIC. BY THE END OF THE CENTURY, OVER A THIRD OF THE POPULATION IN THE NATION'S PUBLIC SCHOOLS WILL BE FROM MINORITY GROUPS, WHEREAS ONLY 5% OF THE TEACHERS WILL BE FROM THESE GROUPS. AS STATED IN THE REPORT OF THE EDUCATION COMMISSION OF THE STATES "NEW STRATEGIES FOR PRODUCING MINORITY TEACHERS" (1990), "THE NATION'S TEACHING FORCE IS BECOMING INCREASINGLY WHITE, WHILE THE MINORITY STUDENT POPULATION IS BURGEONING." IT LATER STATES THAT "A SOCIETY THAT REFLECTS THE FULL PARTICIPATION OF ALL OF ITS CITIZENS WILL BE DIFFICULT TO ACCOMPLISH IF ONLY ONE IN 20 TEACHERS IS A MEMBER OF A MINORITY GROUP. AT THIS RATE, THE AVERAGE CHILD WILL HAVE ONLY TWO MINORITY TEACHERS - OUT OF ABOUT 40 - DURING HIS OR HER K-12 SCHOOL YEARS."

THERE ARE SEVERAL REASONS FOR THE DECLINE OF THE MINORITY TEACHING FORCE BUT THE MOST OBVIOUS IS THE FACT THAT THE PROPORTION OF MINORITY STUDENTS WHO COMPLETE HIGH SCHOOL, AND THE NUMBER WHO ENTER AND SUCCESSFULLY COMPLETE A BACHELORS DEGREE ARE DECLINING. WHILE SOME PROGRESS HAS BEEN MADE, ONLY 79.6% OF BLACKS COMPLETE HIGH SCHOOL. AMONG HISPANICS, THE PICTURE IS EQUALLY DISMAL. OVER 48% OF HISPANICS DO NOT GRADUATE FROM HIGH SCHOOL, LIMITING THE POOL FROM WHICH MINORITY TEACHERS CAN BE DRAWN. IN 1985, THE PERCENTAGE OF BLACK HIGH SCHOOL GRADUATES ENTERING COLLEGE HAD DROPPED TO 26%. FROM 1976 TO 1984, THE PERCENT OF HISPANICS ENTERING COLLEGE DECLINED FROM 22% TO 19%. CHANGES IN STUDENT FINANCIAL ASSISTANCE FOR COLLEGE FOR LOW-INCOME STUDENTS HAS HAD A DEVASTATING EFFECT ON MINORITY STUDENTS' POSTSECONDARY ASPIRATIONS. THIS HAS PRODUCED A WIDENING GAP BETWEEN THE REPRESENTATION OF WHITES AND MINORITIES ON THE NATION'S COLLEGE CAMPUSES.

EQUALLY IMPORTANT IS THE FACT THAT A LARGE PROPORTION OF MINORITY STUDENTS WHO DO ATTEND COLLEGE, ENTER TWO YEAR INSTITUTIONS, AND FEW OF THESE TRANSFER TO FOUR YEAR INSTITUTIONS. APPROXIMATELY 45% OF BLACK STUDENTS ENROLLED IN COLLEGE ARE ENROLLED IN TWO YEAR INSTITUTIONS, AND ONLY ABOUT 15% OF THESE TRANSFER TO FOUR YEAR COLLEGES. HOWEVER, ONLY 36% OF WHITE STUDENTS ENTER TWO YEAR COLLEGES, AND MORE THAN HALF OF THE HISPANICS WHO REACH COLLEGE ENTER TWO YEAR INSTITUTIONS. THIS ACCOUNTS FOR THE FACT THAT WHILE BLACKS REPRESENT ABOUT 9% OF THE COLLEGE STUDENT POPULATION, THEY RECEIVE LESS THAN 6.5% OF THE BACHELORS DEGREES. HISPANICS REPRESENT SLIGHTLY MORE THAN 4% OF

THE COLLEGE POPULATION AND RECEIVE ONLY 2% OF THE BACHELORS DEGREES. WITH AN OVERALL COLLEGE ATTRITION RATE OF OVER 40% FOR MINORITIES, IT SHOULD BE EASY TO SEE THAT THE POOL FROM WHICH MINORITY TEACHERS COULD BE DRAWN IS CRITICALLY LOW.

HIGHLY ABLE MINORITY STUDENTS WHO DO ENTER FOUR YEAR INSTITUTIONS ARE SHYING AWAY FROM TEACHING CAREERS, EVEN IN INSTITUTIONS THAT HAVE HISTORICALLY PRODUCED LARGE NUMBERS OF MINORITY TEACHERS, SUCH AS THE HISTORICALLY BLACK COLLEGES AND UNIVERSITIES -- BUT THEY STILL PRODUCE HALF OF ALL BLACK TEACHERS IN 1991! THE LOW STATUS OF TEACHING AS A PROFESSION, LOW PAY AND INCREASED OPPORTUNITIES FOR HIGHLY ABLE MINORITY STUDENTS IN OTHER FIELDS SIGNIFICANTLY AFFECT INSTITUTIONS' ABILITY TO RECRUIT AND RETAIN EDUCATION MAJORS. FURTHERMORE, THE NATIONAL EDUCATION REFORM EMPHASIS ON COMPETENCY TESTING FOR TEACHERS HAS HAD A CHILLING EFFECT ON MINORITY MOVEMENT AND RETENTION IN THE TEACHER FORCE.

HISTORICALLY BLACK COLLEGES AND UNIVERSITIES HAVE A STRONG TRADITION OF PRODUCING MINORITY TEACHERS, AND WILL CONTINUE TO HAVE A MAJOR ROLE IN PREPARING GRADUATES WHO ENTER THE TEACHING FORCE. IN 1981, ALMOST HALF OF THE BLACKS WHO ENTERED TEACHING CAREERS GRADUATED FROM HBCU'S AND THAT TREND CONTINUES TODAY. THESE INSTITUTIONS HAVE THE EXPERIENCE AND INSTITUTIONAL STRENGTHS ON WHICH MAJOR INITIATIVES TO PRODUCE BLACK TEACHERS CAN BE BUILT. MORE RECENTLY, PREDOMINANTLY HISPANIC INSTITUTIONS HAVE BEEN PRODUCING SIGNIFICANT NUMBERS OF HISPANIC TEACHERS AND ARE A MAJOR SOURCE OF POTENTIAL HISPANIC TEACHERS. IF THE COUNTRY IS TO PRODUCE THE NUMBERS OF MINORITY TEACHERS THAT WILL BE NEEDED, EFFORTS MUST BE INCREASED BY THESE INSTITUTIONS TO RECRUIT AND RETAIN HIGHLY ABLE TEACHER EDUCATION CANDIDATES, AND OTHER PROGRAMMATIC ACTIVITIES MUST BE INITIATED TO INVOLVE NON-MINORITY INSTITUTIONS IN PROGRAMS TO BROADEN OPPORTUNITIES FOR MINORITIES AND TO ATTRACT THEM TO, AND SUPPORT THEM IN, TEACHER EDUCATION PROGRAMS. THE MOST PROMISING STRATEGY TO ACCOMPLISH THIS IS FOR MINORITY AND NON-MINORITY INSTITUTIONS TO WORK TOGETHER TO DEVELOP INITIATIVES THAT WILL DRAW ON THE EXPERIENCE OF THE HBCU'S AND THE STRENGTHS OF NON-MINORITY INSTITUTIONS.

BY THE YEAR 2000, ONE THIRD OF THE COUNTRY'S POPULATION WILL BE MINORITY. SINCE THE AVERAGE AGE OF WHITES TODAY IS 31, COMPARED TO 25 FOR BLACKS AND 21 FOR HISPANICS, THE NATION WILL BE RELYING ON AN INCREASINGLY MINORITY WORKFORCE TO MAINTAIN ITS ECONOMIC WELL-BEING. THIS ECONOMIC IMPERATIVE, AND THE NEED TO ASSURE THAT MINORITIES TAKE THEIR PROPORTIONAL PLACE IN THE BUSINESS AND PROFESSIONAL WORLD, REQUIRES A NATIONAL EFFORT TO IMPROVE EDUCATIONAL OPPORTUNITIES FOR THESE GROUPS. IF IMPROVEMENT IN THE EDUCATION OF MINORITY GROUPS IS TO TAKE PLACE, ATTENTION MUST BE FOCUSED ON ENSURING THE DIVERSITY OF THE NATION'S TEACHING FORCE AND, COMMITANTLY, TO INCREASING THE REPRESENTATION OF MINORITIES IN TEACHING CAREERS. TO SUCCESSFULLY ACCOMPLISH THOSE GOALS, PROGRAMS MUST BE DEVELOPED TO FACILITATE THE MOVEMENT OF MINORITY

STUDENTS THROUGH THE EDUCATIONAL PIPELINE AND INTO COLLEGE, TO ENTICE HIGH POTENTIAL STUDENTS INTO THE TEACHING PROFESSION AND TO ENSURE THAT THESE TEACHERS ARE NOT ONLY WELL TRAINED, BUT REMAIN IN THE TEACHING FORCE.

DEMONSTRATING SUCCESS

TWO OF THE 41 MEMBER UNCF INSTITUTIONS, XAVIER UNIVERSITY AND KNOXVILLE COLLEGE, ARE CURRENTLY ENGAGED IN A MINORITY TEACHER CONSORTIUM DESIGNED TO DRAMATICALLY INCREASE THE NUMBERS OF BLACK AND HISPANIC YOUNGSTERS ENTERING THE TEACHING PROFESSION. THE CONSORTIUM FOR MINORITIES IN TEACHING CAREERS IS ONE OF MANY INSTITUTIONALLY-BASED EFFORTS DESIGNED TO ADDRESS THE MINORITY TEACHER SHORTAGE AND INCLUDES PRIVATE AND PUBLIC COLLEGES WHICH ARE LOCATED ACROSS THE COUNTRY AND WHICH SERVE PREDOMINANTLY BLACK, HISPANIC AND WHITE STUDENT POPULATIONS.

KNOXVILLE COLLEGE WILL DEVELOP A MULTI-COMPONENT PRE-COLLEGE INITIATIVE BY MEANS OF A FUTURE TEACHERS INSTITUTE. IN ADDITION TO THE FUTURE TEACHERS INSTITUTE, THE PROPOSED PROGRAM WILL INCLUDE FUTURE TEACHERS CLUBS IN INNER CITY SCHOOLS AND A TEACHER/MENTOR PROGRAM. THE PROPOSED FUTURE TEACHERS INSTITUTE WILL SERVE 60 11TH AND 12TH GRADERS FROM THREE INNER CITY SCHOOLS (TEN PER SEMESTER FROM EACH SCHOOL), IN AN EIGHT WEEK SATURDAY PROGRAM. THROUGH ITS THREE COMPONENTS, THE PROGRAM WILL DIRECTLY IMPACT 500 STUDENTS OVER FIVE YEARS.

KNOXVILLE COLLEGE IS THE ONLY FOUR YEAR HISTORICALLY BLACK COLLEGE IN EAST TENNESSEE. SINCE ITS INCEPTION IN 1875, KNOXVILLE COLLEGE HAS BEEN SERVING PREDOMINANTLY LOW-INCOME STUDENTS IN EAST TENNESSEE (99% RECEIVE FINANCIAL AID) BY PROVIDING A SUPPORTIVE ENVIRONMENT AND DEVELOPMENTAL SKILLS PROGRAMS MADE POSSIBLE BY A LOW FACULTY/STUDENT RATIO TO DEVELOP THE ACADEMIC POTENTIAL OF EACH STUDENT. LIKE MANY HBCU'S, KNOXVILLE COLLEGE HAS A TRADITION OF PRODUCING MINORITY TEACHERS THAT GOES BACK TO THE 1920'S. IN FACT, THE MAJORITY OF MINORITY TEACHERS IN KNOX AND THE SURROUNDING COUNTIES ARE GRADUATES OF KNOXVILLE COLLEGE. TOGETHER WITH ITS RECENTLY ACQUIRED MORRISTOWN CAMPUS, KNOXVILLE OFFERS SIXTEEN MAJOR COURSES OF STUDY IN THE LIBERAL ARTS AND SCIENCES AT THE MAIN CAMPUS, AND ASSOCIATE DEGREES AT MORRISTOWN.

THE OVERALL GOAL OF THE PROJECT PROPOSED IS TO INCREASE THE NUMBER OF MINORITY STUDENTS WHO GRADUATE FROM HIGH SCHOOL WITH THE NECESSARY COMPETENCIES REQUIRED FOR SUCCESSFUL COMPLETION OF COLLEGE PREPARATION IN THE TEACHING FIELD. SPECIFICALLY, THE PROJECT IS AIMED AT EXPOSING STUDENTS TO THE TEACHER PREPARATION PROCESS TO ACHIEVE THE FOLLOWING OBJECTIVES:

* 50% OF ALL THE STUDENTS ENTERING THE PROGRAM WILL GRADUATE FROM HIGH SCHOOL IN THE UPPER 25% PERCENTILE ON ALL MEASURES USED FOR COLLEGE ADMISSION;

* 90% WILL DEMONSTRATE INCREASED KNOWLEDGE AND SKILL IN READING, WRITING AND MATHEMATICS; AND

* 25% OF THE JUNIOR HIGH SCHOOL STUDENTS WILL BE MOTIVATED TO PURSUE AN EDUCATION MAJOR IN COLLEGE;

SIXTY STUDENTS FROM THREE INNER-CITY HIGH SCHOOLS WILL BE SELECTED TO PARTICIPATE IN THE FUTURE TEACHERS INSTITUTE. THE STUDENTS WILL RECEIVE INSTRUCTION ON TUTORING ELEMENTARY SCHOOL STUDENTS IN SCIENCE AND READING. THEY WILL ALSO PARTICIPATE IN SKILLS BUILDING SESSIONS FOR SUCCESSFUL COLLEGE ENTRANCE AND ACTIVITIES TO MOTIVATE THEM TO SELECT TEACHING AS A CAREER. WORKING WITH KNOX COUNTY SCHOOLS, THESE STUDENTS WILL THEN TUTOR ELEMENTARY SCHOOL STUDENTS IN SCIENCE AND READING. UPPER DIVISION COLLEGE EDUCATION MAJORS WILL PARTICIPATE IN THE PROGRAM AS INTERNS.

THE PROJECT WILL ESTABLISH FUTURE TEACHERS CLUBS IN TWO INNER CITY HIGH SCHOOLS TO INTRODUCE A LARGER GROUP OF STUDENTS TO TEACHING AS A CAREER AND TO EXPOSE STUDENTS TO ROLE MODELS IN TEACHING THROUGH SCHOOL AND FIELD-ORIENTED ACTIVITIES. PROMINENT KNOXVILLE COLLEGE ALUMNI TEACHERS WILL PARTICIPATE AS TEACHER/MENTORS FOR STUDENTS IN THEIR SCHOOLS WHO ARE INTERESTED IN BECOMING TEACHERS. THESE STUDENTS WILL SERVE AS AIDES TO THESE TEACHERS THROUGHOUT THE SCHOOL YEAR, AND THROUGH PROGRAM-SPONSORED ESSAY COMPETITIONS, AND WILL REPORT ON THEIR EXPERIENCE FOR COLLEGE SCHOLARSHIP SUPPORT.

THE PROGRAM WILL OPERATE UNDER THE INSTITUTIONAL ARRANGEMENTS ESTABLISHED BETWEEN KNOXVILLE COLLEGE AND THE KNOX COUNTY SCHOOL SYSTEM. EACH COMPONENT WILL SERVE AS A DEMONSTRATION AND WILL BE EVALUATED AT SIGNIFICANT MILESTONES TO MAKE REQUIRED ADJUSTMENTS. RESULTS OF THE PROGRAM WILL BE DISSEMINATED FOR REPLICATION IN OTHER CONSORTIUM REGIONS. THE PROGRAM WILL BE COORDINATED BY THE DIRECTOR OF THE DEPARTMENT OF EDUCATION AT KNOXVILLE COLLEGE, WHO WILL BE RESPONSIBLE FOR OVERALL DEVELOPMENT OF EACH COMPONENT AND REPORTING. A KEY ELEMENT WILL BE THE COORDINATION AND LINKAGES ESTABLISHED BY THE COORDINATOR BETWEEN THE COLLEGE AND THE SCHOOLS, THE USE OF KNOXVILLE COLLEGE RESOURCES FOR THE PROJECT AND THE COORDINATION ESTABLISHED WITH CALIFORNIA STATE UNIVERSITY DOMINGUEZ HILLS (CSUDH) AND OTHER INSTITUTIONS IN THE CONSORTIUM.

XAVIER UNIVERSITY OF LOUISIANA WILL DEVELOP A TEACHER MENTORSHIP PROGRAM AT FOUR HIGH SCHOOLS IN NEW ORLEANS DURING THE SCHOOL YEAR AND THE SUMMER. THE PROGRAM WILL PAIR 40 HIGHLY MOTIVATED JUNIORS WITH EIGHT SUCCESSFUL TEACHERS FOR A YEAR ROUND PROGRAM OF ACTIVITIES TO ENHANCE THE INTEREST OF THESE STUDENTS IN TEACHING CAREERS.

XAVIER UNIVERSITY OF LOUISIANA IS A HISTORICALLY BLACK COLLEGE IN NEW ORLEANS THAT HAS HAD A SPECIAL TRADITION OF PRODUCING BLACK TEACHERS SINCE ITS FOUNDING IN 1915. OVER THE PAST SEVERAL YEARS, XAVIER'S DEPARTMENT OF EDUCATION HAS BEEN SUCCESSFUL IN THE RECRUITMENT, RETENTION AND GRADUATION OF MINORITY TEACHER EDUCATION MAJORS. THE GOAL HAS BEEN TO STEM THE DECLINING NUMBERS OF BLACK TEACHERS IN THE STATE AND IN THE NATION AND THIS HAS BEEN ACCOMPLISHED THROUGH PRE-COLLEGE INTERVENTION PROGRAMS FOR JUNIOR HIGH AND SENIOR HIGH STUDENTS. XAVIER UNIVERSITY SERVES AN AREA IN WHICH 87% OF THE 84,000 PUBLIC SCHOOL STUDENTS ARE BLACK, 8% WHITE, 1.5% HISPANIC AND 3% ASIAN, OF WHICH OVER HALF ARE ELIGIBLE FOR THE SCHOOL LUNCH PROGRAM. THE AREA HAS 22 SENIOR HIGH SCHOOLS OF WHICH 14 ARE CHAPTER 1 SCHOOLS WITH A TOTAL POPULATION OF 15,000 STUDENTS.

TOGETHER WITH CALIFORNIA STATE UNIVERSITY, DOMINGUEZ HILLS, XAVIER HAS THE MOST EXPERIENCE IN IDENTIFYING HIGH POTENTIAL MINORITY PRE-COLLEGE STUDENTS AND PROVIDING THEM WITH EXPERIENCES THAT WILL INCREASE THEIR INTEREST IN SCIENCE AND TEACHING AS A PROFESSION. SUMMER AND YEAR-ROUND PROGRAMS SUCH AS SOAR, LEAP AND EXCEL, AS WELL AS PROJECT PRESERVE, HAVE BECOME NOTED MODELS IN PRE-COLLEGE SCIENCE, ENGINEERING AND MATHEMATICS PREPARATION. THE TEACHER CADET PROGRAM, SPONSORED BY PRIVATE FOUNDATIONS THROUGH THE SOUTHERN EDUCATION FOUNDATION (SEF), HAS BECOME A MODEL FOR ATTRACTING PRE-COLLEGE STUDENTS INTO EDUCATION MAJORS IN COLLEGE. THE PROJECT PROPOSED WILL BUILD ON THE TEACHER CADET PROGRAM MODEL AND AN EXISTING PROGRAM OF FUTURE TEACHERS CLUBS AND TEACHING INTERNSHIPS, WHERE SECONDARY STUDENTS ARE USED AS TUTORS.

THE MENTORSHIP PROGRAM PROPOSES TO SELECT ONE SCHOOL FROM EACH OF THREE REGULAR ATTENDANCE DISTRICTS AND ONE MAGNET SCHOOL WHICH IS COMPRISED OF STUDENTS FROM DIFFERENT NEIGHBORHOODS THROUGHOUT THE CITY. IN COOPERATION WITH SCHOOL ADMINISTRATORS AND TEACHERS AND AN ADVISORY COMMITTEE FROM THE NEW ORLEANS PARISH SCHOOLS, XAVIER FURTHER SEEKS TO ESTABLISH A MENTORSHIP PROGRAM ON EACH OF THE FOUR SELECTED CAMPUSES. PHASE I OF THE PROGRAM WILL CONSIST OF THE SELECTION OF STUDENTS (STUDENTS WHO MEET MINIMUM CRITERIA THAT DEMONSTRATE HIGH POTENTIAL), AND SUMMER TRAINING AND TUTORIAL COMPONENTS. PHASE II WILL INVOLVE THE PAIRING OF HIGH SCHOOL JUNIORS WITH A FACULTY MENTOR AT THEIR HOME SCHOOLS. THROUGHOUT THE PROGRAM, LINKAGES WILL BE ESTABLISHED BETWEEN THE HIGH SCHOOLS AND COLLEGE FACULTY. STUDENTS AND THEIR MENTORS WILL BE INVITED TO UNIVERSITY-SPONSORED SEMINARS, LYCEUM PRESENTATIONS, STUDENT LEADERSHIP CONFERENCES, CLASSROOM VISITATIONS, LABS, CONCERTS AND SPECIAL PRESENTATIONS. THE HIGH SCHOOLS WILL BE ENCOURAGED TO PARTICIPATE IN THE ACTIVITIES OF THE FUTURE TEACHERS CLUBS AT EACH OF THE FOUR SCHOOLS.

THE TEACHER MENTORSHIP PROGRAM WILL PROVIDE THE 40 STUDENTS (TEN JUNIORS SELECTED FROM EACH OF THE FOUR HIGH SCHOOLS) WITH A RANGE OF ENRICHMENT ACTIVITIES FOCUSED ON TEACHING THAT WILL INCLUDE TEACHER OBSERVATIONS, FUTURE TEACHERS CLUBS ACTIVITIES THAT WILL BE ESTABLISHED AT THE SCHOOLS, UNIVERSITY SPONSORED WORKSHOPS, FIELD TRIPS, AND SPEAKER FORUMS. TEACHERS WILL PROVIDE A NURTURING ENVIRONMENT FOR THE 40 STUDENTS SELECTED TO ASSURE THAT THEY

MAINTAIN OR INCREASE THEIR ACHIEVEMENT, THAT THEY DECIDE EARLY TO ATTEND TO COLLEGE AND THAT THEY SHOW AN INTEREST IN TEACHING. IT WILL FURTHER INVOLVE SCHOOL ADMINISTRATORS, COUNSELORS AND TEACHERS IN PROMOTING TEACHING AS A CAREER IN THEIR SCHOOLS. THE PROGRAM WILL ALSO INVOLVE PARENTS. DURING A SIX WEEK SUMMER SESSION STUDENTS WILL PARTICIPATE IN SUMMER CLASSES, TUTORIALS, EXTENSIVE COUNSELING AND MOTIVATIONAL ACTIVITIES.

THE PROGRAM STAFF WILL CONSIST OF A PROJECT DIRECTOR AND EIGHT SITE COORDINATORS (2 AT EACH SCHOOL). THE DIRECTOR WILL HAVE THE OVERALL RESPONSIBILITY FOR THE PROGRAM WITH SPECIAL RESPONSIBILITY FOR ESTABLISHING LINKAGES BETWEEN THE SCHOOLS AND THE UNIVERSITY. THE SCHOOL COORDINATORS WILL BE RESPONSIBLE FOR IMPLEMENTING THE PROGRAM IN THE SCHOOLS AS WELL AS FOR ASSURING THE ESTABLISHMENT OF THE FUTURE TEACHERS CLUBS.

THE XAVIER UNIVERSITY PROGRAM IS UNIQUE IN THE CONSORTIUM AND WILL SERVE AS AN EXEMPLARY MODEL FOR THE OTHER CONSORTIUM INSTITUTIONS IN EXPANDING THEIR PRE-COLLEGE EFFORTS IN SUBSEQUENT YEARS.

DELINEATING SOLUTIONS

AS A PRELIMINARY MATTER, UNCF BELIEVES THAT HISTORICALLY BLACK COLLEGES AND OTHER MINORITY AND MAJORITY INSTITUTIONS WITH PROVEN RECORDS OF EDUCATING MINORITY AND MAJORITY STUDENTS AND WHO ENTER PUBLIC SCHOOL INSTRUCTION IN "MAJORITY-MINORITY" SCHOOLS AND SCHOOL DISTRICTS, OR THOSE SCHOOLS AND SCHOOL DISTRICTS WITH SUBSTANTIAL MINORITY ENROLLMENTS, ARE BEST SUITED FOR AND SHOULD BE THE PRIMARY RECIPIENTS OF FEDERAL RESOURCES. WHILE ALL SCHOOLS OF EDUCATION AND LIBERAL ARTS EDUCATION INSTITUTIONS HAVE A CONTRIBUTION TO MAKE, LIMITED FEDERAL RESOURCES MUST BE TARGETED ON THOSE SCHOOLS WITH PROVEN RECORDS IN THIS AREA. HOWEVER, BLACK COLLEGES AND OTHER IDENTIFIABLE COLLEGES AND UNIVERSITIES OFFER THE GREATEST PROMISE FOR TRAINING AND EDUCATING A CRITICAL MASS OF MINORITY TEACHERS.

WE BELIEVE, HOWEVER, THAT WE MUST GO MUCH FURTHER THAN THE BILLS CONSIDERED DURING THE 101ST CONGRESS AND RECOMMEND THAT THE FOLLOWING BE INCLUDED IN THE HIGHER EDUCATION ACT REAUTHORIZATION: (1) CREATE A PROGRAM AUTHORIZING 75/25 "MATCHING" FEDERAL/INSTITUTIONAL DEMONSTRATION GRANTS TO COLLEGES OF TEACHER EDUCATION OR LIBERAL ARTS INSTITUTIONS WITH TEACHER PREPARATION PROGRAMS TO DEVELOP INSTITUTIONALLY-BASED PROGRAMS TO RECRUIT, EDUCATE, RETAIN STUDENTS, AND PLACE THEM AS TEACHERS IN URBAN AND RURAL SCHOOL DISTRICTS WITH 50 PERCENT MINORITY STUDENT POPULATIONS (INCENTIVES SHOULD BE OFFERED, INCLUDING REDUCTION IN THE INSTITUTIONAL SHARE, FOR DEMONSTRATED PROGRAM SUCCESS); (2) DOUBLE THE NUMBER OF PAUL DOUGLAS SCHOLARSHIPS, WITH A $1,000 INCENTIVE INCREASE IN THE SCHOLARSHIP AWARD TO MINORITY STUDENTS WHO AGREE TO ENTER MAJORITY-MINORITY SCHOOL DISTRICTS AFTER GRADUATION; (3) AUTHORIZE SCHOOL-COLLEGE PARTNERSHIP GRANTS TO LOCAL EDUCATIONAL AGENCIES WHICH

ENTER INTO COLLABORATIVE ARRANGEMENTS WITH COLLEGES AND UNIVERSITIES TO IDENTIFY AND ENCOURAGE MINORITY STUDENTS IN THE 7TH THROUGH THE 12TH GRADES TO ASPIRE AND PREPARE FOR CAREERS IN ELEMENTARY AND SECONDARY SCHOOL TEACHING; AND (4) AUTHORIZE FEDERAL FUNDS FOR CONSORTIA OF COLLEGES AND UNIVERSITIES FOCUSED ON INCREASING THE NUMBER OF MINORITIES ENTERING THE TEACHING PROFESSION SUCH AS THE CONSORTIUM FOR MINORITIES IN TEACHING CAREERS.

WE BELIEVE THAT IF CONGRESS FOCUSES ITS LIMITED RESOURCES ON INSTITUTIONS WITH DEMONSTRATED TRACK RECORDS IN RECRUITING, RETAINING AND EDUCATING MINORITY STUDENTS FOR THE TEACHING PROFESSION, IT WILL GET MORE BANG FOR ITS BUCK. THE NATION DOES NOT HAVE THE TIME, NOR DO MINORITY YOUNGSTERS HAVE THE PATIENCE TO TEST THEORIES, NOTIONS OR RECENTLY KINDLED INTEREST MINORITY TEACHERS.

WE HAVE A SERIOUS JOB TO DO AND A LIMITED AMOUNT OF TIME TO ACCOMPLISH THE TASK. I HOPE CONGRESS WILL MAKE A COMMITMENT TO ATTACKING THIS PROBLEM IN THIS REAUTHORIZATION AND WILL KEEP THAT COMMITMENT BY FOCUSING LIMITED FEDERAL FUNDS ON INSTITUTIONS THAT ARE EQUALLY COMMITTED TO THE RESOLUTION OF THE PROBLEM, AND POSSESS THE CAPACITY TO HELP SOLVE THE PROBLEM!

I WOULD BE PLEASED TO ANSWER ANY QUESTIONS YOU MAY HAVE.

Mr. ROEMER. Thank you.

Dr. Anderson?

Mr. ANDERSON. Good morning Mr. Chairman and members of the committee.

I am Jack Anderson and I serve as the local school superintendent in Spring Valley, New York. I come before you today as the chairman of the Committee on Federal Policy and Legislation of the American Association of School Administrators, a professional organization which represents more than 18,000 local school executives.

I do want to express AASA's appreciation for this opportunity to present observations and comments on Title V. The committee has our written testimony so I will not cover that document in its entirety, but I do wish to make a few points.

Our testimony and interest in educator recruitment, retention, and development is built on four basic assumptions which are outlined in our written documents. However, I would like to cover a couple of those assumptions.

First, we assume that continual improvement of professional practices can only come through new and aggressive learning activities. Now, this may sound trite. However, in education almost uniquely, policy makers and the public expect us to effect change without new training.

Secondly—and the second point is more of an acknowledgement of a historical problem in education. Many of us in the field strongly believe that the professional preparation of educators is in need of a significant overhaul, and secondly, that professional growth and developmental activities for practicing educators has been minimal at best, and in some instances, practically nonexistent.

We at AASA truly believe that if properly broadened in scope, Title V could play a major role in reforming education in this country. We would like your committee, Mr. Chairman, to oversee a Federal initiative directed toward bringing about systemic transformation of the pre-service and in-service professional activities of local educators, State education agency staff, and professors of education.

At a time when there is a clear signal that teaching learning must be improved, and that funds at the national and State levels must be allocated toward improving the structure and assessment of education, the funding simply hasn't materialized. Additionally, school districts across this Nation are losing, and in some cases, completely eliminating jobs, programs, and in-service training for the 1991–92 school year due to budget constraints.

My own school district lost $8 million in State aid for the coming school year, and obviously our professional development funding will be practically nonexistent under these difficult situations.

A specific point also can be found in the State of New York where the funding of teacher centers has been completely eliminated. The State had allocated $25.5 million in 1990–91 to continue the operation of 111 teacher centers, which serve some 80 percent of the State's school districts.

During the past 14 years these teacher centers, which many of us believe to be the most viable, effective, and economical way to deliver direct staff development and technology training to teachers and administrators, played a key role in improving education in our State.

Additionally, effective linkage to higher education, local business, industry, cultural institutions, and various other State and governmental agencies and programs was easily demonstrated. Yet, because of the fiscal crisis in our State, these programs have now been completely eliminated.

My own district has lost a teacher center which we have had for the past 14 years and which during the past year alone, served some 19,000 parents, teachers, and administrators in professional development activities. It was an exciting, invigorating, professional activity that went on in those teacher centers. We had innovative programs. We had people with vision carrying out that vision throughout the many schools in our school district. Now that has gone.

Our State Department of Education's position on teacher centers is "We support them, but we cannot fund them, and we cannot fund them at the local level because of the high level of taxes that exist already." If we are to have any hope of significantly improving education at the classroom level—and that is where it really has to begin—then we must seriously consider and develop strategies to bridge the enormous gap that exists between educational research and development and the implementation of that research in our classrooms.

Education has simply failed to effectively translate new approaches and methodologies into day-to-day teaching and supervisory activities. This severe lack of a meaningful in-service support base quite often demoralizes staff who can and do become excited over the potential of new and innovative educational strategies, programs, and teaching techniques.

This enthusiasm quite often dies from the lack of in-service support. A case in point from my own district. For the past 2 years we have served as a pilot school district for the New York State Board of Regents Excellence and Accountability Initiative program. A centerpiece of this program is the restructuring of the decision-making process as the local school district level.

Involved in our deliberations on restructuring were parents, students, teachers, administrators, and business leaders. As we began to study the issues at hand such as mission statements, goal setting, consensus building, where and how decision-making should take place, and other strategies essential to a sound restructuring model, it became evident that we needed expert assistance in these areas.

That assistance was never available to us because of the lack of local and State funding. All too often in education, we devise an excellent menu for change yet never carry through on serving the meal.

Mr. Chairman, we remain hopeful, especially with you at the helm of this important committee, that we will somehow create, within Title V, training collaboratives among the various interconnecting components of education. We respectfully submit six recommendations to promote partnerships for learning needed to move education ahead.

We do this fully realizing that there will be considerable debate regarding a number of them, and that is healthy also.

The first recommendation is the reauthorization of the Leadership in Educational Administration Development program, the LEAD program; two, authorization of a program to help local school districts to recruit, mentor, and support minority educators; three, the authorization of school renewal centers, or "teaching hospitals" as they have sometimes been called; fourth, the recommendation that no State receive any grants until all parties to the educator preparation and development process agree on a systemwide approach; fifth, no agency or institution should receive a grant not directed toward the transformation of education; and sixth, no grant should be awarded that doesn't require the grantee to engage in new learning in an attempt to meet the rapidly changing educational needs of this country's student population.

Again, Mr. Chairman, thanks for the opportunity to be with you this morning and to make these comments.

[The prepared statement of Jack Anderson follows:]

AMERICAN ASSOCIATION
OF SCHOOL ADMINISTRATORS
LEADERSHIP
FOR LEARNING

Statement of

Dr. Jack R. Anderson
Superintendent of Schools
East Ramapo Central School District
Spring Valley, New York

Given on Behalf of the

American Association of School Administrators

Before the

Subcommittee on Postsecondary Education

Committee on Education and Labor

The Honorable William D. Ford, Chairman

United States House of Representatives

Washington, D.C.

July 16, 1991

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Mr. Chairman and members of the Subcommittee, my name is Jack Anderson and in addition to being a local superintendent of schools in upstate New York, I come to you today as the Chairman of the Committee on Federal Policy and Legislation of the American Association of School Administrators, the professional organization which represents more than 18,000 local school executives.

Before I begin, I would like to express my gratitude to you, Mr. Chairman, for giving my organization the opportunity to present our views on Title Five--Educator Recruitment, Retention and Development--in the Higher Education Act.

Our testimony is built on four assumptions which I want to highlight. First we assume that continual improvement of professional practices can only come through new learning. This sounds trite but in education, in particular, policymakers and the public expect professionals to change practices without any new training. Second we assume that gaining new knowledge and the skill to apply that knowledge comes with time and regular opportunities to practice and reflect on results. Major changes in any industry or service are accompanied by a long training and trial period, education is no different. Third we assume that improvement requires all elements of the process of preparing and developing educators to engage in new learning.

The fourth assumption is more an acknowledgement of a historical fact. While the professional preparation of educators has been an acknowledged problem, professional development for practicing educators has been in scant supply, underfunded and poorly conceived and conducted. In short, professional development for educators has been a mess. A recent report by the Hudson Institute detailed a chronic lack of education investment in new learning. In the business world it is not uncommon to spend eight percent of budget on training. AASA cannot find a single school district which spends 2 percent of budget on professional development and training for classified staff (such districts may exist, but we couldn't find them). This chronic lack of investment in new learning is now coming home to roost. The Congress, the President and business leaders want schools to improve rapidly. But no plans or funds are provided for new learning. It is as if just saying site based management or cooperative education is enough to tell all concerned what is to be done and how to do it.

The lack of federal, state and local funding for professional development in part reflects the disconnected and fragmented nature of the programs proposed for professional development. Congress can easily see in the long list of good ideas presented to the Committee for reauthorization how fragmented professional development is.

We at AASA truly believe that, properly broadened in scope, Title Five can become the cornerstone of education reform in this country. This part of the Higher Education Act touches our universities and their colleges of education, state education agencies (SEA) and local education agencies (LEA). If we hope to have systemic transformation in education, if we hope to provide young people with an education of such high quality that it meets or even exceeds their needs and the needs of society; then we must find a way to alter the relationships between these institutions. And we must demand continual new learning between these institutions.

Why do we need to do that? Because, as the managerial specialist--W. Edwards Deming--who helped bring Japan into its present economic dominance says, "Conflict and competition break connections to mutual purposes." And who among us can deny that such conflicts exist today among universities, state departments of education and local school districts? School reform, genuine reform in education must look at the entire system of education. As the Deming model points out to managers (and we, as school administrators are managers of the most important enterprise in our communities), each component in this system is a supplier to another component further down the line and also a customer of another component. Our goal is to connect the suppliers, so that, in the end, the needs of the ultimate customer--the student and society--are not just met but exceeded.

Now we have no real system of learning. We have isolated islands, where people "at the top" attempt to control what goes on "beneath" them. The ongoing assumption is that the person "under" you cannot be trusted to carry out their mission in education properly. It's a concept that's ingrained into us as Americans. Teamwork and communication are turned aside in favor of individualism and competition. A Ford Motor Company executive contrasted U.S. management style with the Deming/Japanese model in this succinct phrase, "The Japanese presume you'll do your job; we presume you won't."

That style of management failed in U.S. industry and it's failing us in education. We would like your Committee, Mr. Chairman, to oversee a federal initiative to bring about the systemic transformation of the preservice and inservice learning of educators, state education agency staff and professors of education. All of it, top to bottom. It makes no sense to focus on teachers, if you haven't brought parents, principals and superintendents along. And if you've got those folks, but haven't brought state department officials--who provide input and are thus the suppliers to local administrators--into the systemic picture, then the local administrators are hamstrung. And if the universities, who provide the professionals for our classrooms and must follow the requirements of the state, are not tied into this major interconnective change in the way education operates, then the work of all the other parts may be for naught.

Proposals before this Committee for Title V recognize the need of local administrators and teachers to learn, but ignore the needs of university and SEA staff for new learning. AASA suggests that before any grants are made to any entity or individual that all the partners in professional preparation and development agree to engage in the new learning required to improve schools. In particular the proposed national standards will require a great deal of new learning to prepare the teachers and local administrators to carry out the instruction, and to develop a state agency and post-secondary institutions to sustain the achievement of standards over time. And if Congress authorizes a national test or examination system there will be even more new learning so teachers and administrators can learn how to use the new test.

Up to now, when Title Five has been reauthorized, we've only thought in terms of teachers and only in small programs. Consequently, funding for this part of the Act has been minimal. Title Five can and should be on the cusp of education reform. We believe it has the potential to be the driving force for reform.

An ironic and potentially debilitating situation exists in this country's efforts to improve education. At a time when there is a clear signal that teaching/learning must be improved and that funds at the national and state levels must be allocated toward improving the structure and assessment of education, school districts are losing, and in some cases, eliminating entirely funds central to improving teaching/learning in the classrooms. Budget crises in educational communities across this country have led to the elimination of jobs, programs and essential inservice training for the 1991-92 school year.

A specific case in point is the State of New York, where the funding of teachers' centers has been completely eliminated. The state had allocated in 1990-91 some $25.5 million to continue the operation of 111 teachers' centers which served 80% of the state's 720 school districts. During the 1990-91 school year, these teachers' centers, which many of us to believe to be the most viable, effective and economical way to deliver direct staff development and technology training to teachers, parents, students and other school personnel, served over 275,000 school-related personnel. Additionally, effective linkage to higher education, local business, industry, cultural institutions and various other state government agencies and programs has been demonstrated. Yet, because of the fiscal crisis in the State of New York, these programs have been completely eliminated.

At the local level, my own district, which has had a teacher center for the past 14 years, was funded at the $200,000 level and served some 19,000 parents, teachers and administrators in activities related to professional development, re-energizing staff and enhancing classroom experiences for students. In addition, some 24,000 students were helped through innovative homework assistance programs and cultural and literacy activities. The program has now been eliminated for 1991-92 due to the lack of funding. Yet we continue to sermonize regarding educational improvement as a top priority.

Aside from the teachers' centers, our district of some 10,000 students and some 1,200 employees has averaged an annual allocation of some $65,000 per year for inservice, conferences and professional development activities. These monies have now been reduced by some 60% for the 1991-92 school year due to the loss of $8.5 million in state aid. Additionally, we have been required for fiscal reasons, to eliminate several innovative and productive programs affecting students from gifted and talented to at-risk. It naturally follows that a significant number of staff have lost their jobs.

Yet, at the same time we have, and rightly so, established the improvement of education as one of the number one priorities of this nation. Dismissed staff and parents and students have a hard time believing that we are serious in our pronouncements.

If we are to have any hope of significantly improving education at the classroom level (and that is where it happens) then we must seriously consider and develop strategies to bridge the existing gap between research and development and the classroom. Education has failed in this area. Education must be closer akin to business, industry and the military. We simply do not have in place the necessary formulas to bring to classroom teachers and building administrators a greater knowledge and appreciation of the essential tools and methods necessary to assure significant improvement in learning.

The lack of meaningful inservice support base quite often demoralizes staff who become excited over the potential for new and innovative educational strategies, programs and teaching techniques, yet have no follow-up -- a case in point in my own school district. For the last two years we have served as a pilot school district for the New York State Board of Regents Excellence and Accountability Initiative Program. A centerpiece of this program is the restructuring of the decision-making process at the local school district level. Involved in the deliberations on the restructuring of our school district were parents, students, teachers, administrators and local business leaders. As we began to study the issues at hand, such as mission statements, consensus building, decision-making techniques and other strategies essential to a sound restructuring model, it became evident that we needed out-of-district assistance from those having experience and expertise in these various areas. That assistance was not available to us because of the lack of local district funds and the inability of the state to assist.

Unfortunately, the example on restructuring is only one of the many that could be listed which illustrates why all too many professional educators at the local level do not take seriously our discussions at the national, state and local district levels regarding the necessity and commitment to improve education. All too often in education, we devise an excellent menu and set the table, but never serve the meal.

Nevertheless, we remain hopeful, especially with you at the helm, Mr. Chairman. And within the context of the broad transformation we are suggesting for Title Five, we believe room will still exist for training collaboratives among the various interconnecting segments of education. With that in mind we have submitted suggestions for three specific professional development and recruitment programs, details of which are attached to my testimony. Additionally we submit three recommendations to promote the learning and partnerships needed to move education ahead.

First, reauthorization of the Leadership in Educational Administration Development (LEAD) program, with an emphasis on quality and the training of school administrators on the systemic transformation of their districts.

Second, authorization of a program to help local school districts recruit, mentor and support--from their own student population and from non-certified staff--minority individuals who are either considering teaching as a career or exhibit the potential to become successful educators.

Third, authorization of school renewal centers--a collaboration between universities and local districts--that would create "teaching hospitals" in LEAs to revitalize teachers in on-the-job settings.

Fourth we recommend that no state receive any grants until all parties to the educator preparation and development process, including the governor, the state legislature and the business leaders agree on a system wide approach.

__Fifth__, no agency or institution should receive a grant not directed toward transformation of education. Simply repairing the status quo will not exceed the needs of our ultimate customers, kids and the society.

__Sixth__, no grant should be awarded that doesn't require the grantee to also engage in new learning. Knowledge is growing exponentially, being learned isn't enough, we must all be learners.

Finally, Mr. Chairman, we have attached two articles, authored by AASA Associated Executive Director Dr. Lewis Rhodes, on the concept of systemic transformation in schools. We urge you to take this dynamic concept a step further and apply it throughout education, so we can indeed help our children achieve all that we expect of them in the year 2000 and beyond.

Thank you.

American Association of School Administrators
Higher Education Act Recommendations

CURRENT LAW	RECOMMENDATION	RATIONALE
Title IV	Pell Grant entitlement to all eligible students. Make a new subpart to provide expanded couseling for student aid starting early in high school.	Provides more education opportunities for disadvantaged LEA graduates.
Title V-C-2, Leadership in Educational Administration Development		Provides the only catalyst for local administrator training in school reform in most states.
	Purpose: In Sec. 541 (a), after "by establishing," insert "one or more"; after "to promote the development of," strike "the" and insert "quality" before "leadership skills".	Assures ability to serve all administrators in a large state. Places focus of LEAD on leadership for quality.
	Intention: In Sec. 541 (b) (2), after "in order to assess its," insert "quality and"; In Sec. 541 (b) (5), after "improving", insert "leadership for quality,"	
	Allocation of Appropriations: In Sec. 542, after "fiscal year", delete "1987" and insert "1992"; after "not less than", delete "$150,000" and insert "$200,000"	
	Eligible Grant Recipients: In Sec. 543 (a), after "establishment and operation of", insert "one or more".	
	Grant Requirements: In Sec. 543 (b) (2), after "leadership", insert "for quality". In Sec. 543 (b) (3), after "assess the", insert "quality"; and after "effective leadership", insert "for quality". In Sec. 543 (b) (4), after "programs on",	

CURRENT LAW	RECOMMENDATION	RATIONALE
	insert "quality", and after "training seminars on", insert "quality"; and after "particular emphasis on", strike "women and minority administrators" and insert "mentoring women and minorities in career growth and entry into administration;"	The program needs to focus on helping women and minorities become administrators.
	In Sec. 543 (b) (5), after "guidance on", insert "quality". In Sec. 543 (b) (6), after "materials on", insert "quality". Make a new Sec. 543 (b) (10) that reads: "to identify and directly assist school districts in the process of systemic transformation."	
	Selection of Grantees: In Sec. 543 (c), after "emphasize development of", insert "quality"; and after "leadership skills", strike "identified by graduate schools of management and graduate schools of education", and insert "that place greater emphasis on systemic leadership for transforming schools to meet the national education goals."	
	Grant Requirements: In Sec. 544 (a) (1), after "managers and executives", insert "with experience in total quality management". In Sec. 544 (a) (2), after "business," insert "private sector executive trainers,"	Total quality management is management system exemplified by the Baldridge Award & practiced by all world class companies. TQM promotes constant improvement, improved information use, employee involvement, and systems thinking.
	Definitions: In Sec. 545 (2), after "not limited to", insert "total quality".	

CURRENT LAW	RECOMMENDATION	RATIONALE
Title V (no program)	**Local Minority Teacher Recruitment** LEAs apply to the Secretary for grants to help establish or expand LEA programs to identify, nurture--through mentors and LEA summer employment--promising minority students and non-certified personnel interested in pursuing a teaching career in the LEA. Upon graduation from high school, each person in the program would be eligible for federal grants to pay the entire cost of their college education, provided they agree to teach in the LEA for a specific number of years.	Provides opportunities to local students and interested classified personnel to enter the education profession. Provides role models to other minority students.
Specification:	To improve the quality of education, grantees must form a relationship with an IHE for academic support. 1. Grants to LEAs, consortia or Ed. Service Agencies (ESA)	
Purpose:	2. To identify, nurture, mentor and support promising minority youngsters and classified staff who are considering teaching as a career. 3. LEAs provide: o academic counseling and support o opportunities to tutor others o learning opportunities regarding education careers o summer employment within union agreements o college tutoring opportunities o college counseling o employment guarantee upon graduation with good grades and credentials Federal Support: o Pell Grants o work study o counseling and support o summer employment 4. Matching grants to plan and maintain such programs--first choice to districts with largest percentage	

CURRENT LAW	RECOMMENDATION	RATIONALE
	of minority or non-English speaking students 5. Students are not bound to enter education programs or return to supporting LEA. - no indentured servitude 6. Student to be eligible - minority or non-English speaking - regularly enrolled in a public school	
Title V (no program)	**School Renewal Centers** LEAs, or consortia of LEAs, and Educational Service Agencies, apply to the Secretary for matching funds to help establish or expand local professional development activities that focus on quality and include site-based or district-wide mentoring, teaming, and clinical review that involves all teachers and is centered on innovative child-oriented approaches designed to improve student learning.	Provides professional development at the place of work; enhances and updates skills of LEA teachers and administrators through clinical programs that encourages cooperation within LEA.
Specifications: Purpose:	1. Grants to LEA or consortia or ESA 2. To improve the quality of education by improving skills and knowledge. 3. Eligible Participants: Teachers, administrators and Board members 4. With cooperation of an IHE with offering advanced degrees (of LEAs choosing) in education. 5. IHE provides information and training based on LEAs needs 6. Focus must be systemic improvement 7. Eligible districts must have: o stated outcomes/expectations o curriculum to achieve outcomes o continuous improvement plan to achieve outcomes for all 8. Use of funds o substitutes o consultants o materials o equipment 9. Training in clinic or on-site but structured to promote system-wide improvement.	

Thoughts on W. Edwards Deming and School Leadership

Why Quality Is Within Our Grasp ... If We Reach

Cameron Davidson © 1990

BY LEWIS A. RHODES
AASA Associate Executive Director

First of a two-part series

oday's calls to "restructure everything" are a growing recognition that public education must respond with something more than piecemeal tinkering. There has to be a realistic way to influence the entire process simultaneously. Unfortunately, few restructuring solutions match the scope of this systemic problem.

What are the alternatives? Throw out everything and start over? Develop a duplicate system and switch when it's ready? Or change everything at once without stopping the current process—that is, develop new roles, establish new relationships, create new forms of instruction, concurrently—and do it largely within present time and resource limits?

Complete organizations can't change in relatively short periods of time, can they? If it is possible, how do you bring it about when so few have experienced such a phenomenon?

This form of total organizational change started over 30 years ago in Japan as industrial leaders applied to their work the beliefs and strategies of an American, W. Edwards Deming.

The Japanese transformed their human work processes to produce a quality revolution by committing to a coherent, psychologically-based framework for understanding organizational processes. This framework aligned an organization's economic need to focus all parts on the common purposes of its work, and its workers' intrinsic needs to have positive influence on those purposes and products.

> ***"Intrinsic motivation is a person's innate dignity and self-esteem; his natural esteem for other people. One is born with a natural inclination to learn and be innovative."***
>
> **—W. Edwards Deming**

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Quality Work

Viewing schools within this same framework or paradigm, several features of quality work are relevant:

- *Quality* is a characteristic of appropriateness to purpose. Quality outcomes are achieved in organizations when people and products both accomplish their purposes.
- In service organizations, quality measures responsiveness and appropriateness to the customer's need. For example, the criteria for a quality school would be found less in external standards, such as Carnegie units, and more in intrinsic abilities to identify and respond to the differing needs of its students.
- An organization's work takes place through two interdependent processes: (1) a core production process that provides the environment within which the worker and the product interact until the product satisfies the worker's and the organization's standards and expectations; and (2) work processes of the rest of the organization that are designed to support the core production process.
- Quality of an organization's outcomes or products can only be assured in the core production process. In most organizations, including schools, support processes often inhibit the flexibility and responsiveness of the core process.
- Quality results emerge from frequent, informed interaction between the worker and the object of the work, and between the workers and the processes that support them. Two bodies of information continuously inform those actions and interactions: feedback on the current state of the product and the processes influencing it, and information from other perspectives on the situation the worker confronts.

Product- or outcome-centered frameworks like this are certainly not new. Management-by-objective advocates and others have promoted this idea for years. What distinguishes Deming's approach and success is that he integrated statistical training and experience with his beliefs about people and organizations. Deming believes:

- *Humans want to be effective.* They are purposeful beings who want their actions to have meaning and effect on the world around them, and will take self-correcting actions until their purposes are achieved.
- *Organizations are connected systems that require management of connections.* Thus, leaders must put systems in place and manage them in ways that allow people to be effective.
- *Both management and labor are trapped in processes they feel powerless to*

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Basic Questions About the Work of Schools

Unless teachers and administrators can develop a common framework for understanding the interdependence of their work, they will be unable to make the changes that will result in higher quality learning by students.

Here are some of the preliminary questions and answers about the work system called schools viewed from a Deming perspective.

Q. What is the system?

A. This simple question is usually the hardest to answer because schools for so long have been viewed as very loosely connected organizations—the only professional work setting where it is still acceptable for practitioners to work in relative isolation from each other, relying on their own experience and resources to cope with daily decisions.

In other fields, it's easier to identify the system: the outer dimensions of the work setting that bring together all required inputs to best generate intended outcomes.

In schools, however, we sometimes confuse a work setting with the system (for example, a classroom or school building), or we include all the influences on schools as part of the system (for example, state agencies, higher education, business, etc.).

To improve the organized work of public educators through better management, we first have to agree on the system to be managed. What is our core production process and the organizational processes necessary to support it?

This system must be a legitimate, manageable entity—one that has the authority to transform human and material resources into learning outcomes and which encompasses at least the minimum elements or relationships required to do it.

If quality learning can only be assured in the interactive core instructional process itself, then a support system is needed in which all relationships and roles make that possible. This means that if we want more permanent, pervasive changes in the work processes of schooling, the school district is the minimum unit of change.

(Note: This concept may initially create dissonance among those who rightfully see the building as the unit of change for the core instructional process or whose experience contributes to their view of district administrators as bureaucrats on the backs of principals and teachers, instead of as possible creators and maintainers of the system's connections or supporters of the core process.)

Q. What is the nature of the work?

A. Because the image of schools carried by most adults was formed when they were students, the work of schools is seen as an information delivery process. Missing is any perception that the work actually takes place through a responsive process of informed interaction between teachers and students.

The real work of adults and children in school districts has been largely invisible because it is mental work. We see the acts of the adults in the schools, but not the continuing thought processes behind them.

Recognizing this continuous thought process as work applies the currently popular "information constructivist" approach for understanding human cognition to everyone in the process, not just students.

The actions of all human beings are directed by their own sense of the meaning of the situation they're in. Meaning is constructed in their own minds through repetitive interaction and refinement between what they know and new situations they confront.

Q. What is the aim of the schooling work processes?

A. Many concepts of what schools should do and be exist today. In a Deming-like framework, we can say the school system's work processes should serve to develop each student's intrinsic abilities to learn, think, act effectively, and function successfully in a changing world.

Q. What is the work of district leaders?

A. Today the private sector is only beginning to realize the key to quality and productivity lies not with labor but with management.

In that framework, the superintendent provides constancy and connections. He or she is responsible for the quality of the system (does it respond to the needs of the staff?), and the staff for the quality of the results (do they respond to the needs of the clients?)

Thus the staff works *in* the system, but leaders work *on* the system. Leaders must provide the connections to purpose, and to other interdependent functions that maintain systemic, systematic support.

Middle management provides the support processes and connections. The need for such connections becomes more critical as districts grow larger and as new circumstances grow in scale and complexity almost to the point of unrecognizability.

A chief form of this support is information. The core instructional process has been functioning without adequate information to inform its decisions—information about the "present state" of the student and information about more appropriate ways to respond to them.

But when the quality of results depends on the instructional processes' ability to "self-correct"—to modify and adjust its actions in response to needs—then the flow of information in the district shifts 180 degrees.

Information flows "down" instead of just up, and district staff become information brokers helping building personnel understand and use the sea of information surrounding them. Moreover, site-based management becomes an issue of making better decisions rather than different decisions.

— Lewis A. Rhodes

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modify. Between 80 and 90 percent of the problems blamed on employees actually are caused by the system or process itself.

In Deming's framework, the system and workers become aligned in an environment of information and trust. Workers are given information that allows them to work smarter, and are trusted that they care enough to work harder.

If American educators want quality results, then it is time to assess the relevance of Deming's beliefs—and then the strategies that support them—to schools.

However, there is no Deming system or Deming process. What he has to offer is a different way of looking at and understanding our educational world and then acting on what we see. Deming frames his views of the world within the four components of profound knowledge.

Essential Beliefs

Each component below provides a fundamental belief for viewing the world. Such beliefs serve the mind as filters, frames, and organizing structures. Seeing what we believe and believing what we see frees the mind to focus on immediate tasks at hand.

Deming's strategies and techniques, such as quality circles, statistical process controls, and even his famous "14 Points," have little meaning outside the four components of his profound knowledge:

- *Psychology.* Deming believes people are purposeful cognitive beings intrinsically motivated to seek satisfaction through the accomplishment of their purposes:

"Learning is not easy, but it can be satisfying ... results come from people trying to satisfy themselves."

"The most important things we need to manage can't be measured; they take place in the interaction between the worker and the process."

"Changes in these capabilities don't show on balance sheets like equipment and resources."

"Intrinsic motivation is a person's innate dignity and self-esteem; his natural esteem for other people. One is born with a natural inclination to learn and to be innovative. One inherits a right to enjoy his work. [Our knowledge of] psychology helps us to nurture and preserve these positive attributes of people."

"Extrinsic motivation is submission to external forces that neutralize intrinsic motivation."

Deming asserts the American system of MBO, incentive pay, and pay for performance is destructive.

Under extrinsic motivation, one is ruled by external forces. One tries to protect what one has. One strives for a high rating or for a high grade in school.

He states, "Judging and [providing monetary incentives] does not help people. Monetary reward under such conditions is a way out for managers that do not understand how to manage intrinsic motivation."

- *Systems.* Deming believes organizations are systems whose "functions or activities work together for the aim of the organization."

"Without an aim, there is no system. The components of a system are necessary but not sufficient of themselves to accomplish the aim. They must be managed."

"Management of a system requires knowledge of the interrelationships between all the components within the system and of the people who work in it."

"Management's job is to optimize the system through relationships that ensure that all the components win."

"The greater the interdependence between components, the greater the need for communication and cooperation between them."

"Conflict and competition breaks connections to mutual purposes."

"All the people that work within a system can contribute to improvement, and thus enhance their joy in work."

- *Perceptual Frameworks Based on Theory.* Deming believes individuals construct knowledge from experience within frames provided by theories and beliefs. Everyone in the organization needs the same theoretical roadmaps:

"Theories lead to questions; if you are asking questions then you can learn."

"Experience is no help in management unless studied with the aid of theory."

"No number of examples establishes a theory, yet a single unexplained failure of a theory requires modification or even abandonment of the theory."

"A statement devoid of prediction or explanation of past events conveys no knowledge."

"There is no such thing as a fact concerning an empirical observation. Any two people may have different ideas about what is important to know about any event."

- *Causes of Variation.* Organizations should expect variations in the outcomes of any complex work process. Variations should be monitored, but not used to judge, blame, or grade. Rather, variations should be used to understand and determine one's next actions. Deming believes:

"Eighty to 90 percent of variations in expected outcomes are caused by problems in the system or process, not the worker." If you want their occurrences to lessen, the system must be modified.

"Some understanding of variation, including appreciation of a stable system, and some understanding of special causes and common causes of variation, is essential for management of a system—including leadership of people."

In a world perceived as increasingly fragmented, Deming's profound knowledge provides a way of understanding the connectedness of things, supporting individual human growth in work organizations, and framing the right questions on the road to restructuring schools.

The first issue for American educators and their supporters in local communities is their willingness to examine their own profound beliefs and assumptions about people in organizations. Most will find their own beliefs align with Deming's.

Then, they must consider Deming's strategies for making fundamental changes in the quality of our students' learning.

Next month, Lew Rhodes explores ways to apply Deming's approach to schools and describes what kind of leader the "Deming Superintendent" might be.

Thoughts on W. Edwards Deming and School Leadership

Beyond Your Beliefs: Quantum Leaps Toward Quality Schools

BY LEWIS A. RHODES
AASA Associate Executive Director

Second of a two-part series

Deming (above) notes that management is prediction, even though our views of schools no longer seem to allow us to predict results.

Demands to reorganize schools to better support the classroom's core instructional process usually are "either-or" concepts such as site-based management, bottom-up decision-making, or decentralization. Moreover, they traditionally envision the primary unit of change as either the 2 million individual classrooms or the 80,000 school buildings.

W. Edwards Deming's concepts suggest another alternative—an integrated approach to schooling with each of America's 16,000 school districts as the unit of change. This framework for change uses existing staff, facilities, and materials as efficiently as possible to produce effective, quality learning outcomes.

Deming's approach to quality schools and learning is easy to understand for several reasons. First, Deming's underlying beliefs are familiar.

Many good building and district leaders, especially in smaller districts, already act on their beliefs about intrinsic motivation. As work settings become more complex, they increasingly lack an overall frame-of-reference within which to envision how to support these beliefs organizationally.

Moreover, respected voices for reform, such as John Goodlad and Ted Sizer, have called for similar systemic, ecological approaches to managing schools but without overall strategies.

Second, the public and policy-makers already have seen results.

People may not know the complete hows or whys, but if they own Japanese cars and products they have seen Deming concepts produce tangible, visible results of quality. If they read current popular management literature they may recognize his influence on professional empowerment, productivity, and large-scale, relatively rapid change.

Third, Deming's approach reframes what already exists allowing new perceptions of available solutions.

Solving the popular puzzle in which you must connect nine dots with four lines without lifting the pencil from the paper requires changing the "frame" that you assume around the dots. Similarly, we share a common framework of how schools are supposed to work that limits many potential solutions.

The systemic reframing of the Deming approach forces rethinking—not of just the total school work process, but importantly, the connections (or lack of them) among the elements of the process.

Overcoming Barriers

These three points about understanding Deming's ideas in schools represent the good news. And the bad news? The acceptance of Deming's ideas and strategies requires us to overcome three critical perceptual barriers.

- *Barrier 1: A fear of industrial models.*

Even the most enlightened school reformers deride the industrial model when applied to schooling. To most, this means mass, mechanistic, assembly-line approaches which treat all students the same.

Because nearly all of Deming's work has been in industry, educators might assume that this approach views schools as factories. However, we know children are not widgets. We can translate Deming's concepts of quality from industry to school and

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> ***Deming's ideas rooted in Japan because the industrialists committed to actions coherent with Deming's beliefs, even when they did not agree with them.***

The Deming Superintendent

How might school district leadership be different if the beliefs and strategies of W. Edwards Deming were accepted?

First, consider schools today that are managed by superintendents who believe their job is to run their districts efficiently and effectively.

To do so, they may call on the best consultants available to help operate the best possible school system. They may set up work standards for the teachers and institute performance-based measures for staff supervision and evaluation. They study current research and analyze district data, ever on the alert for opportunities to improve.

Superintendents in large districts can't do these things alone. They might institute methods to see that their desires for efficiency with public funds and for effective performance of students are met. Perhaps they will adopt and teach management-by-objectives to their subordinates.

Their central-office staff may collect data and monitor performance, ever searching for opportunities to increase school effectiveness. From this data, superintendents schedule frequent inservice opportunities for teachers during weekends and summers.

In states where legislatures have mandated site-based management, superintendents may direct building principals to set up teacher and parent committees to make some of the decisions now made centrally. They may even convince local industry to provide a Classroom of Tomorrow in one building to demonstrate to staff the technologies they might someday use to improve the instructional process.

In short, their idea of a good manager is one who sets up a system, directs the work through subordinates, and, through crisp and unambiguous assignments, develops standards of performance for his or her employees.

These superintendents set goals for their staff and rate employees as objectively as possible, sometimes even calling on others to help. They identify poor performers and assist them to meet work standards or replace them. They hope, thereby, to create the most efficient system possible.

Connecting Parts

Now, contrast this with the behavior of a superintendent who operates from the same frame of beliefs as Deming.

This leader sees the job as requiring him or her to provide a consistency and continuity of purpose for the district and to seek ever more efficient ways to meet its purpose.

The Deming superintendent sees his or her job as maintaining a constant vision of the whole and the connections among its parts. The job is not controlling but *connecting* the parts of the work process to each other and to their common purposes.

Understanding the psychology of humans at work, the Deming superintendent knows everyone must have a consistent view of the system that allows them to understand their fit and relationship to its outcomes. The Deming superintendent knows everyone must speak a common language and have a common model for understanding how children learn and how the work of the system relates to it.

The Deming superintendent knows each staff member works in education because he or she wants to make a difference in the lives of children, and thus makes sure they have access to continuing feedback to increase their personal effectiveness.

The Deming superintendent will consider he or she and the staff have a natural division of labor. The staff is responsible for doing the work within the system, and the superintendent is responsible for improving the system.

The distinction is crucial. They all work in a system. The

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workers work *in* it and the superintendent works *on* it. No one else is responsible for the system as a whole and for its overall improvement.

The Deming superintendent also realizes quality learning can only be an outcome of the building's core instructional processes, but permanent improvements in that core process will be a consequence of the changes in the district's work processes.

Therefore the Deming superintendent implements changes that serve to align everyone's role to the improvement of the building's instructional processes. For example, the superintendent feels it is important that technology be used to facilitate the work processes, not just instruction.

Functionally connected teachers and administrators have simple access to each other as isolation is bridged by telecommunications-linked peer conferencing, problem-solving, and personal support.

Since distance is no longer a factor, district office staff are accessible to the building teams as information brokers. Teachers and principals are linked to their front-line peers in other social service agencies as they apply their differing perspectives and expertise to the common needs of the same child.

Moreover, unlike other districts reacting to the state mandate, site-based management for the Deming superintendent is not a top-down process applied to principals and teachers who lack time and appropriate skills.

This superintendent understands and accepts that the quality of instruction depends upon the ability of staff in the schools to continually identify and meet the learning needs of students. So the central concern is not which decisions are made at the sites, but rather, *better* decisions be made.

Improvements Never End

Informing those decisions requires processes and central office functions that move information to the building rather than collecting and taking it away.

Building teams have the time, training, and information to better understand the children whose needs they respond to, and the range of responses appropriate to each child's needs. The district office has information to continually improve the systemic conditions that constrain building effectiveness.

The Deming superintendent also realizes the potential for improving the system never ends and thus refuses to call on consultants to teach how to redesign the "best" system. He or she knows it doesn't exist. The only people who really know where the potential for improvement of their system lies are the staff.

And the Deming superintendent knows these improvements must emerge from work.

The school system staff are the essential instruments in understanding what is happening at the places where the work gets done. They must know how to determine which problems are caused by the overall system itself.

Therefore everyone in the system is involved in studying it and proposing how to improve it. Learning is part of work, driven by each person's need to be effective.

The building and district decision-making processes —actually problem-solving processes—address the same problem: how to meet the learning needs of the children for whom they are responsible. Due to the systemic connections between the two, problem-solving becomes a process where everyone is responsible, but no one is to blame.

— Lewis A. Rhodes

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understand the similarities and differences in each workplace.

- *Barrier 2: Poor knowledge of the work, workers, and work processes in schools.*

America must challenge unquestioned assumptions about students, teachers, and administrators as individual workers and the connectedness of their work.

A common framework for understanding the interdependence of this work is vital. Without it, we cannot maintain simultaneous focus on what must change in the child's work environment to impact the quality of learning, *and* on what must change in the teachers' work environment to impact the quality of teaching, *and* on what must change in the work environment of school leaders to impact the quality of the other two.

- *Barrier 3: Unquestioned beliefs.*

Deming's ideas took root in Japan because the Japanese industrialists committed themselves to actions coherent with Deming's beliefs, even when they did not agree with those beliefs. Later on, actual results made believers out of them.

Years later in America, a Ford Motor Company vice president noted the initial "courage it took for many managers at Ford to accept the notion of teamwork and communication. ... The Japanese presume you'll do your job; we [U.S. managers] presume you won't."

This initial commitment to "unnatural behavior" was critical. Profound beliefs are deeply ingrained. Generally, one acts counter to such a belief only at great risk to oneself or others.

Today, our ways of viewing and understanding schools no longer seem to allow us to predict results, yet Deming notes, "management is prediction." Our purposes require a framework for understanding that provides some assurance that we can envision the consequences of our actions. Creating this framework begins by surfacing and questioning the priority beliefs behind how we act.

Moving Toward Quality

Getting started toward creating quality schools will involve three initial steps.

- *Developing community understanding, belief, and commitment.*

Teachers and administrators have lost confidence that there is any way to change their systems.

School districts, and especially the political and social communities that support them, will need to examine their beliefs about the work processes of schools or at least begin to act as if they believed differently for at least three to five years.

Most school systems can't commit to system-wide changes affecting traditional roles and relationships without a strong community force. A common base of beliefs and community values provides a rationale for change and helps develop the community's understanding of its own influence on the work of schools, and the system influencing children's learning.

- *Establishing a local business-education learning partnership.*

Maintaining a commitment to systemic, fundamental change in school districts requires establishing new partnerships of learners between system leaders in schools and corporations.

As the similarities and differences between the work settings of schools and businesses become clearer, collaborative opportunities such as joint training in problem-solving or statistical analysis will appear.

Developing this type of understanding and continuing support may not be easy. Most U.S. industry still does not accept Deming's fundamental beliefs. Some who tried to implement techniques such as quality circles, but without beliefs to support them, saw them become peripheral fads.

Even those few who have adapted Deming's ideas to their own work may not yet understand how to transfer those concepts to school systems.

- *Managing schools as adult learning systems.*

A learning partnership among adults in communities who care about children requires dedicated teachers and administrators, whose strongest link is their common commitment to children, to recognize they, too, are managers. Lasting change in the content and processes of instruction depends upon their ability to integrate changes into the daily management of their work.

This, too, will not be easy. Many teachers and administrators, caught up in daily work, have lost confidence that there is any way to modify their organizations systemically.

They can't get beyond the necessary daily focus on children to see how their own work processes are systemically connected. They lack continuing data that would allow them to see where in the system's procedures the problems lie.

Thus, even as they call for "restructuring" of those same organizations, they often turn to partial approaches, or approaches that cut them off from their system, because they have never seen or personally experienced systemic, organizational change.

Quantum Change Possible

As connections, relationships, and possibilities already inherent in the organization appear, fundamental, rather than incremental, changes will begin. Because change reinforces natural inclinations and beliefs, the implementation of more effective and satisfying ways of operating won't have to wait for all the elements to be in place to start.

As followers of Deming's ideas in other settings already have shown, quality results require consistent leadership, effective systemic management, and a common belief-based framework for understanding among all members of the system.

With that framework, communities can realistically expect the same sort of quantum changes in outcome quality and worker productivity that appear in other workplaces. Practitioners and entire districts each day will experience the satisfaction of becoming more instructionally effective.

America will discover school leaders *can* restructure districts and manage whole school systems for quality results without stopping.

Mr. ROEMER. Thank you, Dr. Anderson.

Dr. Nystrand?

Mr. NYSTRAND. Mr. Chairman and members of the subcommittee, I appreciate the opportunity to present testimony today on the reauthorization of the Higher Education Act of 1965.

I am Dean of the School of Education at the University of Louisville. I am here today representing that school and the Holmes Group, which is a consortium of about 100 of the Nation's leading research universities. I am Vice President of the Holmes Group and coordinator of the Southeast Region of that organization.

My remarks today will be directed at possible enhancements to Title V of the act in order to encourage partnerships between universities and schools. Last year the Holmes Group published a report entitled, "Tomorrow's Teachers," which elaborates principles for the establishment of professional development schools.

A professional development school is one where school and university personnel work together to invent, try out, and evaluate new instructional practices, to provide professional development for current educators and improve the preparation of future educators, to link the school to the community in support of children's learning, and to document and share promising and successful practices with other schools throughout the Nation.

The University of Louisville and the Jefferson County public schools have been among the pioneers in establishing professional development schools. We have several sites in which university and school professionals are working together on school improvement and professional growth.

For example, one of our faculty members and a first grade teacher shared their jobs last year. Each taught first grade and university students. They worked together to plan curriculum experiences, develop instructional materials, evaluate students at both levels, and conduct research about learning strategies.

I could cite many other examples. Taken together, they led an external reviewer to describe our school/university relationship as "So close that students at all levels often do not know or have to care whether their teachers are employed by the university or the schools."

Who benefits from such relationships? We found our efforts to be well received by faculty and staff of the university and the schools, by students, and by the general public. Professional development schools establish situations wherein individuals in schools and universities can: one, learn with and from one another as equals; two, restructure their work in ways that are professionally satisfying; and three, provide students with learning opportunities that are more diverse and stimulating.

Other Holmes Group member institutions are also in various stages of establishing and implementing professional development schools. We are pleased that the Administration and the Congress are considering new programs that would authorize Federal funding for partnership schools to prepare education professionals and provide professional growth for experienced educators. We believe that an effective Federal program would have several features that I wish to outline.

First, the Federal Government should encourage statewide partnerships for school reform. Mr. Anderson and I are singing from the same page. Applicants for Federal funds should have to show the existence of a partnership among the State's institutions of higher education, the schools, State government, the organized profession, and the private sector.

Business, universities, schools, and State governments should all provide funds in order for their State to receive Federal money. Thus, Federal dollars would not only leverage additional funds, but would also ensure a strong commitment in the State to systemic education reform.

State regulations and funding mechanisms have a great influence on the kinds of reforms that universities and schools can implement. Thus, those who make the regulations and design the funding mechanisms at the State level must have a stake in the overall reform effort. If they do not, Federal dollars will support add-on programs rather than stimulating reform of the system.

Second, we believe that the program will be stronger if it is not constructed as an entitlement for the States. Higher eligibility standards should guard access to critical Federal investments, and initially, States should compete for a limited amount of Federal funding. Individual grants to the States should be substantial and they should leverage additional State and private matching funds.

Third, we believe that the program should fund a number of different kinds of activities. Federal funds granted to partnerships could make a significant difference if used for the planning, implementation, or expansion of organizational restructuring, including the introduction of new roles and staffing patterns in the schools and universities.

Other possible activities might include collaborative research and development, efforts to link the schools and its neighborhood and community, training and leadership development of personnel to prepare them to assume new roles and responsibilities, and efforts to strengthen community linkages that would improve the transition of students into the workplace.

With respect to continued funding, continued funding should be based on progress toward national educational goals. Research and evaluation at the local, State, and Federal levels must be an integral part of the program. We believe that the national education goals can be reached, but doing so depends upon developing better ways of teaching and learning, and then building upon what we know through systematic study and evaluation.

We would welcome Federal support for partnership schools. We recommend that such support be structured in a way to stimulate systemic reform at both the State and local levels.

Again, I appreciate the opportunity to appear before you.

[The prepared statement of Raphael Nystrand follows:]

HG The Holmes Group
A Consortium of Research Universities Dedicated to Improving
Teacher Education and the Profession of Teaching

Statement of

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and

Vice President and Southeast Regional Coordinator
The Holmes Group

on
Reauthorization of Title V
of
The Higher Education Act of 1965

Presented to

Subcommittee on Postsecondary Education
U.S. House of Representatives
Hon. William D. Ford, Chair

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Mr. Chairman and members of the Subcommittee, thank you for the opportunity to present testimony today on the reauthorization of the Higher Education Act of 1965. I am Dean of the School of Education at the University of Louisville. I am here today representing that School and The Holmes Group, which is a consortium of about 100 of the nation's leading research universities, dedicated to improving education through research and development and the preparation of professional educators. I am a Vice-President of The Holmes Group and co-ordinator of the Southeast Region of the organization.

My remarks today will be directed at possible enhancements to Title V of the Act in order to encourage partnerships between universities and schools to achieve higher learning for all children through school improvement efforts and enhanced professional preparation programs for educators.

Last year The Holmes Group published a report, called Tomorrow's Teachers, which elaborates principles for the establishment of Professional Development Schools. These schools have unique partnerships with institutions of higher education. A Professional Development School is a school where school-based and university-based professionals work together to:

1. invent, try out, and evaluate new instructional practices aimed at promoting higher level learning and deeper engagement in worthwhile subjects, with particular attention to students who historically have not met with success in school;
2. provide professional development for practicing educators and improve the preparation of future educators by

creating opportunities to learn how to teach to the new goals of American education, under the supervision of experienced, expert teachers and university faculty;

3. link the school to the community in support of children's learning; such linkages might involve outreach to parents, coordination of youth services, and in-school processes aimed at identifying and meeting children's needs; and
4. document and share promising and successful practices with other schools throughout the state and nationally.

The University of Louisville and the Jefferson County public schools have been among the pioneers in establishing Professional Development Schools. We have several sites in which university and school professionals are working together on school improvement and professional growth. For example one of our faculty members and a first grade teacher shared their jobs last year; each taught first grade and university students. They worked together to plan curriculum experiences, develop instructional materials, evaluate students at both levels, and conduct research about learning strategies. I could cite many other examples. Taken together, they led Gordon Davies, director of the State Council of Higher Education for Virginia, to describe our school-university relationship as "...so close that students at all levels often do not know--or have to care--whether their teachers are employed by the university or the schools" (The Chronicle of Higher Education, May 15, 1991, p. A44).

Who benefits from such relationships? We have found our efforts to be well-received by faculty and staff in the University and the schools, by students, and by the general public.

Professional development schools establish situations wherein individuals in schools and universities can (1) learn with and from one another as equals, (2) restructure their work in ways that are professionally satisfying, and (3) provide students (in universities as well as schools) with learning opportunities that are more diverse and stimulating.

Other Holmes Group member institutions are in various stages of establishing and implementing Professional Development Schools. The Holmes Group believes that it is imperative to establish Professional Development Schools in every state. We must prepare teachers in those sites so that they will learn good professional practice. Solid research and development, evaluation and measurement are needed to build on what we know and to test new strategies for teaching a broad range of students with different backgrounds, abilities and learning styles. Research and development must be close to the action of teaching and learning, but also draw on the best intellectual resources that the nation has to offer. The members of The Holmes Group are moving forward, with whatever resources we can re-allocate or augment, to establish Professional Development Schools, because we believe it must be done.

We are pleased that the Administration and the Congress are considering new programs that would authorize federal funding for partnership schools to prepare education professionals and provide professional growth for experienced educators. We believe that an effective federal program would have several features that I wish to outline.

STATEWIDE PARTNERSHIPS

The federal government should encourage statewide partnerships for school reform. Applications for federal funds should have to show the existence of a partnership among the state's institutions of higher education, the schools, state government, the organized profession and the private sector. There should be a statewide plan for educational reform that includes the improvement of preparation programs for professional educators. Business, universities, schools and state government should all provide matching funds in order for their state to receive federal money. In this way, the federal dollars would not only leverage additional funds, but also ensure a strong commitment in the state to systematic education reform. State regulations and funding mechanisms have a great influence on the kinds of reforms that universities and schools may implement. Thus, those who make the regulations and design the funding mechanisms at the state level must have a stake in the overall reform effort. If they don't, the federal dollars will support add-on programs, rather than stimulating reform of the system.

An effective federal program of partnership schools would go beyond funding outstanding isolated examples. It would be an investment in building the capacity of local and state partnerships, so that they can become viable, powerful agents for change.

SIGNIFICANT INVESTMENT

While it should be the goal of a federal program to stimulate the development of innovation in each of the fifty states, we believe the program will be stronger if it is not constructed as an entitlement for states. Higher eligibility standards should guard access to the critical federal investments, and initially states should compete for a limited amount of federal funding. Individual grants to the states should be substantial and should leverage additional state and private matching funds.

FUNDABLE ACTIVITIES

Federal funds granted to partnerships could make a significant difference if they were used for the planning, implementation, or expansion of organizational restructuring, including the introduction of new roles and staffing patterns in the school and university. Other fundable activities might include collaborative research and development; efforts to link the school and its neighborhood and community; training and leadership development of personnel to prepare them to assume new roles and responsibilities; and efforts to strengthen community linkages to improve the transition of students into the workplace.

PROGRESS

Continued funding should be based on progress toward the national education goals. Research and evaluation -- at the local state and federal levels -- must be an integral part of this program. We believe that the national education goals can be reached, but reaching them depends on developing better ways of teaching and learning, and then building on what we know through systematic study and evaluation.

SUMMARY

The Holmes Group believes that Professional Development Schools are an integral part of the answer to the question of how America will redesign its educational system to meet the needs of the 1990s and beyond. The universities who are members of The Holmes Group accept our part of the responsibility for improving the quality of teaching and the professional preparation of educators. We believe we must prepare tomorrow's teachers in schools that are meeting tomorrow's challenges. That is why we are implementing Professional Development Schools, where we are working with schools in new ways that promote professional growth, school improvement, and research and development.

We would welcome federal support for partnership schools. We recommend that federal support be structured in a way to stimulate systemic reform at both the state and local levels.

The Holmes Group
Judith E. Lanier
April 8, 1991

PARTNERSHIPS FOR INNOVATIVE TEACHING AND QUALITY EDUCATION

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1. The Need for School-Centered, State-Sponsored Innovation Networks in American Education

America needs its children--all of its children--to achieve new, higher levels of learning. Failure to reach this goal will condemn our nation to a declining status in the emerging, competitive global economy. The nation's development as an increasingly complex democracy also hinges on how well we educate the society's future citizens; the social costs of educational failure are simply too high.

As the nation sets new, national goals for quality in education coupled with new standards of achievement for students and for teachers, we in education must complement the goal and standard-setting strategy with a capacity-building approach. The new goals and standards require not simply that we work harder but that we work smarter. Along with business enterprises that must invest in innovation to stay competitive and to meet the challenge from foreign firms and nations, we must stimulate innovation in the public education sector. Two circumstances underscore the imperative for a new R&D strategy in education that will support, at the local level, the national interest in higher educational standards and achievement.

First, changes in students' backgrounds and in their out-of-school lives have complicated their in-school learning. Schools must respond to a culturally diverse student population, to the potent, negative effects on learning of television, family and community dislocation, poverty, and students' involvement in low-wage jobs at the expense of schoolwork. Not all these circumstances are new, but taken together they constitute a formidable set of factors that undercut engagement in learning and prevent students from coming to school ready to learn. If schools cannot meet this challenge to reach the many students whose out-of-school lives do not support their in-school learning, then they must change.

Second, the new learning that emphasizes deep engagement with worthwhile subjects and the cultivation of complex skills of critical thinking and flexible problem-solving requires new forms of instruction that disrupt the well-worn patterns of school that have served to convey basic skills and low literacy. A wealth of evidence points conclusively to three basic facts: the old system of instruction cannot produce the new learning; the old system cannot respond sensitively to the needs of today's students; and the old system successfully resists changing. The job ahead is to change our educational system school by school in the face of the powerful forces that hold traditional patterns and practices in place.

America needs social, organizational, and instructional inventions that produce the conditions needed for the new learning to flourish. Such inventions must occur in a wide range of schools--in our cities, in remote rural areas, in all our states; in schools serving immigrants, children of poverty and of color, children from diverse cultures. No single invention can work for all our children, so we must create a complex network of local change efforts, a rich array of possibilities that may then be spread confidently to other schools.

A comprehensive reform strategy is needed based on three principles: creation of a supportive political structure for sustained, school-level change; schoolwide interventions that engage the teachers, students, and members of the wider school community in more powerful learning; and promotion of research and development that is close to the action of teaching and learning but that draws on the best intellectual resources that the nation has to offer.

We have learned from a history of federal R&D efforts that successfully promoting ambitious changes in schools requires longterm partnerships that link schools to external sources of ideas, support, and assistance. R&D that proceeds entirely from the outside in does not take hold in particular schools. Conversely, schools alone typically do not possess the means needed to engage in longterm innovation. Multiple, local partnerships are needed that over time can form networks for the development and spread of new practices that are responsive to a wide range of local conditions.

The program proposed will create just such a network within the country. There is a precedent. Years ago the nation invested in such a system of local networks that invented, tested, and spread new practices to a diverse, dispersed set of practitioners in a field vital to America's national interests. The result was a productivity explosion unprecedented in human history, a revolution of its kind whose benefits we continue to reap today. That program, passed by the U.S. Congress and signed into law by the President, was the agricultural extension service. Its principles help point the way to the future renascence of American education.

2. Professional Development Schools and Statewide Partnerships

An innovation has emerged recently that provides the vehicle for change in education. The Professional Development School is a regular, K-12 public school that has entered into a longterm partnership with a research university in pursuit of an ambitious agenda that includes: school restructuring to promote more powerful learning; school-community relations that support children's lives and learning; the conduct of R&D to generate and test new practices in a responsible, responsive manner; and the preparation of future educators in settings that support and exemplify the best practice. Professional Development Schools represent commitments from our nation's research universities to our nation's schools. They join the unique capacities of the university to systematic school improvement efforts. They hold promise for the improvement of teacher education and the conduct of educational inquiry in service to children's learning. The Professional Development School constitutes a critical site for innovation, for school change, and for teacher preparation under real conditions and in response to diverse communities and students. Already such schools are under development in many locales, but realizing their full promise requires a supporting statewide framework to link such schools to other schools and to emerging educational priorities.

Consequently, the program proposed here will create statewide partnerships around Professional Development Schools at the local level. The partnership will join educators (teachers, administrators, universities), government (at the state and local levels), and the business and private sector (parents, neighborhoods, employers, community service agencies)--all the key stakeholders in education success. These partnerships will be collaborative efforts in support of the creation of a network of Professional Development Schools within each state.

The aim of the statewide partnerships will be to support the system of local Professional Development Schools and to spread their successful practices. The partnership can act comprehensively, working with all parts of the education system at once. They can assist in obtaining policy waivers if needed, in leveraging funding for innovation from private, professional, and public sectors, and in encouraging the spread of successful innovations from one school to others. The Partnerships can sustain change over the long run.

Such partnerships are already starting up in a number of states, often in conjunction with the founding of Professional Development Schools. In keeping with the Federal government's historic role in supporting educational R&D, and in light of the enormous, sustained success of the Federally-sponsored agricultural extension service, this program will be a powerful, capacity-building complement to existing Federal R&D efforts in education, a new means of directly linking research results derived from existing Federal commitments (e.g., the labs and centers) to schools located in diverse communities.

1. The Federal Program

Program Description. The Partnership for Innovative Teaching and Quality Education will provide investments for the creation and expansion of an enduring education innovation system, dedicated to supporting Professional Development Schools, in each of the fifty states within 10 years. Because each state has widely differing characteristics, (e.g., population, number of teachers and school districts, universities, student demographics), funding requirements will vary from state to state. However, federal investment will be contingent on the ability of states to raise matching funds from other sources, including businesses, local and state governments, education institutions, philanthropic organizations and others. To qualify for funding, each state would have to demonstrate commitments of at least 2 to 1 in matching funds.

Program Goal. The goal of the Partnership for Innovative Teaching and Quality Education is to stimulate more than $1 billion in non-federal investment in the development and maintenance of an education innovation system in each of the fifty states within the next decade. In turn, this unprecedented investment, in combination with the federal investment, will support local efforts to achieve the national goals for education.

Program Purposes. The purpose of the new program is to stimulate development of state-level partnerships around creation of a network of Professional Development Schools that will engage school and university faculties in collaborative work to

-invent and try out new instructional practices aimed at promoting higher level learning and deeper engagement with worthwhile subjects, with particular attention to students who historically have not met with success in school;

-provide professional development for educators within the school, including practicing and novice teachers in training from an affiliated university, the regular faculty of the school, and other adults working in and with the school;

-improve the preparation of future educators by creating opportunities to learn how to teach to the new goals of American education, under the supervision of experienced, expert teachers and university faculty;

-create organizational structures and arrangements that support more powerful engagement with effective instruction;

-link the school to the community in support of children's learning; such linkages might involve outreach to parents, coordination of youth services, and in-school processes aimed at identifying and meeting children's needs;

-share promising and successful practices with other schools throughout the state and nationally.

4. Awarding Program Grants

While it is the goal of the program to stimulate innovation-system development in each of the fifty states, the program must not be constructed as an entitlement for states. Higher eligibility standards should guard access to the critical federal investments, and initially states should compete for a limited amount of federal funding.

The governors of the fifty states would be eligible to apply for grants, but their applications must evidence a commitment to partnership development and maintenance on the part of institutions of higher education in the state, as well as the state's teacher organizations.

The program is designed to exist for a total of 10 years, enough time to stimulate enduring innovation-system building in each of the states. However, the state-level partnerships thus created will work to institutionalize and expand the network of Professional Development Schools beyond the life of the federal program.

Each year a group of states would be eligible for a federal award of $2 million, matched by at least $4 million from other sources identified by the state. Preference would be given to states which produce even larger amounts of matching funds. Once a state wins a first year award, it may apply annually to receive the same amount for each of the next four years; this would be granted based on the state's performance, not through a competitive process. Matching fund requirements will stay in place for all requests for federal investment.

In the program's first year, $10-16 million will be invested in 5-8 states, with 5-8 more states added in the second year. In each remaining year, as many as 10 more states will be added until all states are participating.

In addition, in the first year of the program, at least $4 million would be made available to support partnership planning and development by states. The federal government would invest up to $100,000 to $250,000 in each of the states not receiving full awards, if the state matched the federal funds on a dollar-for-dollar basis.

Across the 10-year life of the program, the annual federal investment would average only $50 million. However, the program start-up is deliberately modest, beginning with only a $20 million investment.

Overall, then, the program's investment pattern would look like this:

Program Year	Federal Investment (millions)	States Receiving Awards	Investments Contributed
1	$20[1]	50 (5-8 new, 42-45 planning)	$20
2	$20	10 (5 new, 5 refunding)	$40
3	$40	20 (10 new, 10 refunding)	$80
4	$60	30 (10 new, 20 refunding)	$120
5	$80	40 (10 new, 30 refunding)	$160
6	$90	45 (10 new, 35 refunding)	$180
7	$80	40 (refunding)	$160
8	$60	30 (refunding)	$120
9	$40	20 (refunding)	$80
10	$20	10 (refunding)	$40
Total	$510[2]	50 states, 5-yr. cycle	$1 billion

[1] Includes the additional $4-10 M in Year one to be awarded as planning grants ($100,000-$250,000 to each state)

[2] Does not include an inflation factor over the life of the program.

5. Application Requirements and Funding Guidelines

A bipartisan panel of national, state and local leaders from the public, private and professional sectors -- reflecting the makeup of state-level partnerships -- will review proposals and give primary consideration to the following issues:

1. The capacity of higher education institutions to engage in research on education innovation and to prepare teachers.
2. The partnership's understanding of and commitment to higher quality teaching and learning.
3. The partnership's plan for systemic change in education.
4. Previous evidence of support for education innovation, particularly on the part of the universities and state government.
5. Comprehensiveness and appropriateness of the partnership's vision and goals.
6. The partnership's proposed methods of monitoring progress toward its goals.
7. The partnership's effective commitment to demographic diversity and students at risk. Particular attention will be paid to the involvement of urban and rural schools as relevant in each state.
8. The partnership's intent to locate Professional Development Schools in communities serving high concentrations of at-risk youth.
9. The commitment of matching funds to the partnership.
10. The longterm feasibility of the partnership.
11. The partnership's potential impact on the quality of the future education workforce.
12. The percentage of partnership resources which will be directly used at the local level, in schools and communities.

6. Examples of Eligible Activities

Many different activities may be involved in building innovation systems through partnerships. In general, funds granted to partnerships may be used for the planning, implementation, or expansion of --

- collaborative research and development by school and university faculty;
- organizational restructuring, including the introduction of new roles and staffing patterns in the school and university;
- efforts to link the school and its neighborhood and community to ensure that children are ready to learn when they come to school;
- training and leadership development of personnel in order to prepare them to assume new roles, responsibilities and relationship;
- new technologies to enhance instruction and management;
- networking efforts between schools and education agencies to share tested, promising ideas and practices;
- efforts to strengthen linkages between schools, universities and education agencies and the business community, so as to improve the transition of students into the workplace.

7. Program Evaluation

In the initial years the program's evaluation must be based on established expectations for operational achievements directed toward the national goals for education. In later years, progress toward the national goals should be monitored, using assessments based on work of the national goals panels. Annual refunding of the partnerships will depend on positive evaluation of progress reports by the same panel.

In addition, an information-sharing and innovation-development mechanism should be established to share the experiences of the partnerships in the different state.

TOMORROW'S SCHOOLS

PRINCIPLES FOR THE DESIGN OF PROFESSIONAL DEVELOPMENT SCHOOLS

EXECUTIVE
SUMMARY

A REPORT OF THE HOLMES GROUP

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The Holmes Group is a consortium

of nearly 100 American research universities committed to making our programs of teacher preparation more rigorous and connected—to liberal arts education, to research on learning and teaching, and to wise practice in the schools. We incorporated in 1986 as a nonprofit organization "to enhance the quality of schooling through research and development and the preparation of career professionals in teaching." We are working on a complex, interactive set of reforms:

- sound arts & sciences curriculum—imparting deep understanding of the disciplines to teachers and their students;
- on-campus studies of the critical knowledge about learning and teaching—coherently organized, and integrated with
- in-school practice teaching, well-coached and gradually increasing in responsibility—in several settings but especially in schools enrolling diverse students and those who are at risk of academic failure;
- research in which university and school faculties collaborate—examining questions arising at the school, and trying out new approaches to learning, teaching, and the organization of schools.

All these new thrusts can come together in a Professional Development School.

We define
"Professional Development School

as a regular elementary, middle, or high school that works in partnership with a university to develop and demonstrate

- fine learning programs for diverse students, *and*
- practical, thought-provoking preparation for novice teachers, *and*
- new understandings and professional responsibilities for experienced educators, *and*
- research projects that add to all educators' knowledge about how to make schools more productive.

A Professional Development School will be a center of responsible innovation where new programs and technologies can be tried out and evaluated.

It will be a place where faculty of the school and of the university both experience the "whitewater" feeling of working at the edge of their knowledge.

It will be a place where new teachers, just forming their knowledge and technique, taste the reality of classrooms similar to those where they're likely to get their first jobs, and where they also see the skill, hear the counsel, and feel the support of expert teachers.

Faculty will experience the feeling of working at the edge of their knowledge.

This report is not a template

for a single conception but a call to action. Each Professional Development School will be invented through conversations and negotiations among university and public school faculties. We advance our vision as the beginning of a process—conversations, actions, conversations, revisions— that will be worked out over time into enduring organizations. While a number of schools similar to our conception are being developed in different parts of the nation, there are none that yet stand as models.

University schools of education and public schools

all over the country are beginning such conversations about long-term directions, cumulative change, and collaborative work. It is vital and renewing to think and talk seriously about creating a Professional Development School. Instead of reacting to each new hummock on the school reform landscape, educators in schools of education and school districts can play a leading role. We are the ones to start building tomorrow's schools—today.

As starting points we offer six principles for mutual efforts to design a Professional Development School.

1. Teach for understanding so that students learn for a lifetime.

Conversation, experience, interpretation, criticism, engagement, voice, participation, purpose: These are words we link with teaching for understanding.

We want students to be active producers of thought, not passive consumers. We want learning tasks and programs in which students make sense of their own experiences, their world—near and far—and their futures.

Here are some hallmarks of teaching for understanding:

◆ Students' ideas —what they already know and think about—are used as a point of departure for new learning.

◆ The "basics" are defined as not just facts but also as concepts and relationships—because teachers know students don't learn the basics lastingly except in the context of the longer, wider picture.

◆ Thus teachers help students to tackle and explain complexity; they do not just assign them to simple tasks.

◆ Teachers possess and pursue complex knowledge of the subjects they teach because they need to diagnose the mistakes students make and to foresee the further understandings they can achieve.

◆ Students show courage in thinking and confidence in their own minds because of the way teachers treat errors— figuring out why students are thinking that way and helping them work it out and think it through.

◆ Every child makes a contribution to the classroom from personal experience. Often, learning assignments are designed as cooperative projects.

◆ School work promotes an attitude of efficacy, wonder, and curiosity—stirring the appetite for lifelong learning.

2. Organize the school and its classrooms as a community of learning.

Both words—"community" and "learning"—have equal weight. Without the life of the mind, community lacks intellectual purpose. Without community, academic work may lack useful meaning.

You learn democracy—both democratic discipline and free expression—by living it in a community together. Passive learners will rarely think powerfully, nor will they make strong citizens of a free republic. In a learning community all children, not just a few, learn to work together to achieve intellectual and social understandings and to create an embracing culture. These arts of participation are themselves habits and skills to be learned in school.

Schools should be public democratic spaces where young citizens learn critical thinking and civic courage; where knowledge operates in the service of values; where students, under adult guidance, begin to assume responsibility for their thought and action.

Schools should be public democratic spaces where young citizens learn critical thinking and civic courage.

3. Hold these ambitious learning goals for *everybody's* children.

It is difficult to create such schools in a society whose families live on very unequal terms.

Unlike a traditional laboratory school, a Professional Development School will grapple with problems that have been seen as roots of failure—the poverty of students' families, the paucity of resources in the school, the disconnection in students' minds between school now and their lives in the future.

Faculties will ponder whether a root problem in fact lies with typical school organization, which classifies and separates students and isolates teachers and administrators in solitary work.

A rift opens between excellence and equity if one method or style is the norm for teaching and learning, or if student differences extend beyond the teacher's familiarity and comfort. If that happens, students with different ways of learning get cut off from the powerful ideas of the disciplines and from close relationships with more conventionally able classmates.

Instead, university and school faculty together will devise and try out ways of organizing the school and its teaching so that student diversity can be respected and celebrated.

Faculty will assist each other so that teachers—especially novices—get beyond the initial sense of bafflement at a roomful of students different from themselves (and from each other) and learn to meld them into a whole class stronger than its parts—and strong *because* of them.

Teachers will learn to recognize many kinds of talent in students, as this understanding will be a part of the essential core of education studies. Faculty will develop and evaluate curriculum that breaks out of cultural standardization and presents a more inclusive view of the humanities.

4. Teach adults as well as children.

A Professional Development School will be a regular school where teachers, administrators, and professors collaborate in giving prospective teachers practical experiences of how schools run and how teachers work. These experiences will be integrated with both the professional course of study at the university and the instructional program of the school.

Student teachers will be emboldened to take up difficult problems because they can do so with the help of wise, veteran teachers. The focus of their professional preparation will be how to reach the children who are not succeeding in today's schools.

University educators will learn too, gaining new understandings about the realities of schooling.

Experienced teachers of the school will sharpen their own practice as they demonstrate and explain it to novices. By learning to teach adults as well as youth, expert teachers will add to their professional repertoire and status. By joining with university colleagues in critically examining the school, and by organizing studies to refresh their own learning, they will deepen their understanding of teaching.

School administrators will feel renewed as they invent and try new ways of leading, managing, and organizing in collaboration with their university colleagues and school faculties. They will join university faculty in teaching and mentoring new administrators.

5. Make reflection and inquiry a central feature of the school.

A Professional Development School will not be simply the university's clinic or lab. It will be a center of inquiry with its own agenda, dealing with the school's tough questions.

Mindful practice, critical reflection, collegial discourse and study, and continuing inquiry and experimentation will be normal ways of working, not exceptional events. Thus the school will teach student teachers habits of thinking back on their work, questioning it, trying out and evaluating new ways of teaching—by themselves and with colleagues.

University faculty working in the school will invite experienced teachers to define and demonstrate their techniques and theories and explain how they have come by them. Thus practicing teachers in dialogue with university scholars will add to the knowledge of their profession.

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Clinical inquiry will be the common task of both university and school faculty and will have equal standing with more traditional research. Inquiry will be long term and systematic. It will question the school's curriculum, learning materials and teaching methods, ways of testing and grouping students. There will be experiments with different ways of organizing classes, classrooms, and of scheduling teachers' time.

Both university and school faculty will see the school as a place of intellectual challenge—for themselves and their students—as well as a place of support. In this school they not only can dare to risk, and can count on help with problems, but they will be expected to plan and try new ways of teaching.

In this school,
they can
dare to risk,
and try new ways
of teaching.

The norm will be to invent and to be accountable for the invention—seeing that it is evaluated and reviewed, for results as well as for method, and described to colleagues. A prerequisite for these benefits will be mutual respect among school and university faculties and corresponding changes in the reward systems of both institutions.

6. Invent a new organizational structure for the school.

In fact, a Professional Development School willbe a new organization. It will have to be in order to enact Principles 1 through 5.

The school will fashion new, flexible roles and rotating assignments for teachers, based not on specializations but rather on how to improve the school's learning and teaching throughout the grades—taking the vantage point of a student's whole career in theschool. Thus the faculty may design alternative ways of organizing subjects and staff—interdisciplinary studies, for instance, and grouping students by characteristics other than age or narrowly conceived measures of ability. Expert teachers will take formal or informal leadership roles.

The school will create strong connections with parents and community organizations—bridges for students between home, school, and their life beyond school. It will strive to ambitiously shape the way young people think about work, how they anticipate their future and link themselves to the broader world. Youth are hungry for adult attention. Teachers do not succeed by themselves alone. They need allies and coalitions in the community. The school's connections with the community also will create different roles for teachers.

School and university faculty will try out new, varied ways of assessment in order to evaluate students' understandings and the worth of new curriculum and instruction, and to interpret the school's results to parents and the community.

Teachers will join with administrators and other school faculty members to develop patterns and standards for their work—ways of showing professional accountability and of expressing, especially to novice educators, what the school expects of its faculty.

Teachers will break out of individual, isolated classrooms to work in teams and tackle issues of the whole school. Administrators will break out of past bureaucratic modes to invent and try new ones and to share responsibilities.

Because administrators view *teaching for understanding for everybody's children* as the core enterprise of the school, they will alter many aspects of management: for instance, how meetings are run, the budget is allocated, jobs are defined and filled; how students are classified and assigned, how staff are supervised, evaluated, and updated in knowledge and technique.

The school's unique partnership with the university will be affirmed through:

- stable, mutual governance arrangements,
- enduring budget allocations,
- new positions that span institutional boundaries,
- integration of faculties, as some university faculty work in the school and some schoolteachers and administrators teach in the school of education,
- new reward and incentive structures in the university that encourage participation in the school, and
- recruitment of both school and university faculty who are committed to collaboration.

Getting from here to there

—inventing and starting a Professional Development School—is not just a design process; it's also a negotiation process. It's a back-and-forth dialogue between people in a university and people in a school district, and between principles and actions. It's a steady push toward intertwined transformations:

- Teachers becoming practical intellectuals, able to help all students learn with lasting understanding
- The school becoming a democratic community in which all children belong, participate, and progress

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- Professional education becoming both a meld—practical experiences with theoretical understandings—and a continuum throughout a career
- Educational research becoming a joint investigation of questions vital to the school—professors, teachers, and administrators collaborating

The reform of American education

is a more ambitious enterprise than we in the Holmes Group can possibly accomplish. As this report is not a blueprint for a single model of a Professional Development School, neither is it an argument for a way of reforming all schools.

What we do intend is to create a relatively small number of diverse schools spread across the nation, each designed to be the focus of professional preparation and a center for responsible innovation in learning and teaching. So that these good schools do not end up as isolated atolls of good practice, we are committed to communications among them and to arrangements between universities and school systems that last over the long haul, thus institutionalizing the development of new knowledge and practice for the teaching profession.

Over time, therefore, we believe Holmes Group Professional Development Schools will produce a more responsible way of introducing worthy new ideas and technologies into all schools.

Institutional Members of the Holmes Group

Alabama, University of
Alaska, University of
Arizona State University
Arkansas, University of
Auburn University
Bank Street College of Education
Baylor University
California-Berkeley, University of
California-Davis, University of
Catholic University of America
Chicago, University of
Cincinnati, University of
Clark University
Colorado, University of
Colorado State University
Connecticut, University of
Delaware, University of
Duke University
Emory University
Fordham University
George Mason University
Georgia State University
Hampton University
Harvard University
Hawaii, University of
Houston, University of
Howard University
Idaho, University of
Illinois-Chicago, University of
Illinois-Urbana/Champaign, University of
Iowa, University of
Iowa State University
Kansas, University of
Kansas State University
Kent State University
Kentucky, University of
Lehigh University
Louisiana State University
Louisville, University of
Maine, University of
Maryland, University of
Massachusetts-Amherst, University of
Michigan, University of
Michigan State University
Minnesota, University of
Mississippi, University of
Mississippi State University
Missouri-Columbia, University of
Missouri-Kansas City, University of
Missouri-St. Louis, University of
Nebraska, University of
Nevada, University of
New Hampshire, University of
New Mexico, University of
New Mexico State University
New York University
North Carolina A & T, University of
North Carolina-Chapel Hill, University of
North Dakota, University of
Ohio, University of
Ohio State University
Oklahoma, University of
Oklahoma State University
Oregon, University of
Oregon State University
Pennsylvania, University of
Pittsburgh, University of
Prairie View A & M University
Purdue University
Rhode Island, University of
Rochester, University of
Rutgers University
South Carolina, University of
South Dakota, University of
South Florida, University of
Southern California, University of
Stanford University
SUNY-Albany
SUNY-Buffalo
Syracuse University
Teachers College, Columbia
Temple University
Tennessee, University of
Texas A & M University
Texas Tech University
Texas-Austin, University of
Trinity University
Utah, University of
Vermont, University of
Virginia, University of
Virginia Commonwealth University
Virginia Polytechnic and State University
Washington, University of
Wayne State University
West Virginia University
Wisconsin-Madison, University of
Wisconsin-Milwaukee, University of
Wyoming, University of

Mr. Roemer. Thank you, Dr. Nystrand.

Dr. Garbarino?

Mr. Garbarino. Thank you. Thank you, Mr. Chairman for this opportunity.

You have my written testimony, so let me briefly focus on three principal points. The first is the need for Federal efforts to expand the national mission in recruitment and training of teachers, to focus particularly on people in the field of early childhood education.

As I think you know, many public schools around the country are broadening their focus to include children younger than the traditional kindergarten age. We feel that beyond that we should be approaching all elementary schools, particularly through grade 3, as early childhood education programs, which implies a concern for the whole child rather than perhaps the narrow curriculum orientation that has been traditional.

The institution that I head, Erikson Institute for Advanced Study in Child Development, has for the last 25 years been preparing teachers and leadership professionals to serve in this capacity. We particularly are proud of our track record in reaching and retaining minorities and recruiting them into the field with a figure that has been historically been between 20 and 25 percent and now, in recent years, has reached nearly 50 percent of our graduates.

Such an effort I think is a particularly good investment for national resources because the payoff is great. We can do a great deal to prevent some of the later problems that children experience in elementary and high school by providing them with a firm foundation early in life.

This is particularly important for high-risk, inter-city poor children who already reach school with more than one strike against them. But preparing people to serve this role requires a very intensive investment of resources. Any superficial or small investment is generally wasted.

I might use the example of a car driving down the road and as it approaches a flock of birds on the road the birds all fly up and the driver of the car believes he has had a great impact, that he has done something significant by creating this flurry of activity. Of course, the car continues on down the road and the birds settle back down on the road, and nothing has changed.

I think all to often, short term and superficial efforts suffer from that particular problem. Our approach is to focus intensively on the leadership group that can get the birds to fly to another place. Having said that, I would like to focus on one particular issue that inner-city children are particularly afflicted with. That is the problem of the children bringing to the school the residue of living with chronic community violence.

A few months ago I was asked by UNICEF to go to Kuwait at the very end of the Gulf War. I entered Kuwait City the day after the Iraqi troops had left, in the company of the American Army. Over the next few days I did an assessment of the experience of Kuwaiti children under the occupation and during the war and found that a high proportion of them, perhaps three-quarters of them, had been traumatized by the experiences with violence, exposure to executions, seeing dead bodies, having people dramatically taken from their environments.

Then I came back home to report to the United Nations on the need for programs to help Kuwaiti teachers be prepared to deal with these children when they came back to school. Right now, efforts are underway to train professionals in Kuwait to receive these children in the schools.

The irony, of course, is that many American children have exactly that experience and it goes unnoticed as a matter of national policy. We have found, for example, that in our studies in Chicago, that in some neighborhoods by age 5 virtually all of the children have first-hand encounters with shooting; they have seen people shot, they have been shot at. Their day-to-day lives are shaped around the need to protect themselves from chronic community violence.

These children bring with them that trauma, bring it with them to school. Schools are often totally unprepared to deal with those children. In many schools and many early childhood education centers, teachers have suspended show and tell because they are not prepared intellectually and emotionally to deal with the experiences children bring to school.

In a city like Chicago, and Chicago is not alone, the rate of serious assault, life-threatening assault with guns and other weapons, has increased 400 percent in the last 15 years. In Los Angeles, data show that children witness about 10 to 15 percent of all the murders that occur. Other studies show that by the age of 15, in the south side of Chicago, about a third of the children will have witnessed a homicide; three-quarters of the children will have witnessed a life-threatening assault.

These children bring challenges to the schools that are new, and challenges that require special training and preparation. We call the need that these children have the need for "violence counselling," just as the children in the war zones of Kuwait, Cambodia, Nicaragua, and other war zones that I have visited in the last few years need this kind of processing in schools, hundreds of thousands of American children need that processing, and their teachers have received no preparation to do so.

I think part of the national mission is to commit resources so that teachers become willing and able, emotionally and intellectually, to engage these children in dialogue about their experiences through drawing and story telling and other methodologies. As a result, the children will be able to pay attention, able to learn, and the risk factors that they bring to school will be diminished.

I urge your support and consideration for pending and soon-to-be-introduced legislation that would deal with this issue, particularly in the early years of life, the first years through age 8. Thank you.

[The prepared statement of James Garbarino follows:]

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Advanced Study in Child Development

TESTIMONY TO U.S. HOUSE COMMITTEE ON EDUCATION AND LABOR, SUBCOMMITTEE ON POST-SECONDARY EDUCATION

HEARING ON THE HIGHER EDUCATION ACT

JULY 16, 1991

TESTIMONY OF:

JAMES GARBARINO, PH.D., PRESIDENT,
ERIKSON INSTITUTE FOR ADVANCED STUDY IN CHILD DEVELOPMENT

Thank you for affording me the opportunity today to testify before you and your colleagues on this very important legislative initiative. My name is James Garbarino. I am president of the Erikson Institute for Advanced Study in Child Development, a graduate school, training institute, and research center focusing on issues of child development and early childhood education. Located in Chicago, the Institute is this year celebrating its twenty fifth anniversary. For the last twenty five years we have been educating and training professionals to work with young children and to provide leadership in programs providing early childhood education, child care, and intervention for children and families at risk. My own background is as a child psychologist and educator.

I am here today to support the proposed "National Teacher Recruitment and Training Act of 1991." In particular, I wish to address its provisions dealing with the development of minority professionals for roles in early childhood education and school-based violence counselling programs aimed at young children.

I believe this bill addresses two impediments that stand in the way of efforts to address the pressing needs of impoverished, high risk American children. The first is the lack of trained specialists in early childhood education in the public education system, and more generally in public efforts to deal with high risk children. Succeeding with high risk impoverished children is not easy.

Program evaluation research documents that the single most important element of such success is high quality staffing and leadership. Simply providing "warm bodies" in the classroom is insufficient. To succeed, these programs must be led and staffed by individuals who meet high standards. They must have a good grounding in child development research and theory' and a strong sense of professionalism.

At present, the number of such well trained professionals involved in early education and intervention programs serving high risk poor children in insufficient to meet the needs of existing programs, let alone any expansion of such programs. Low salaries and unsupportive working conditions contribute to this problem. We must build a stronger infrastructure to support policy initiatives designed to improve the academic and economic prospects of poor at risk children.

The second, and related impediment, derives from the demographics of the situation. Minority children are disproportionately over-represented among impoverished children, while on the other hand, minority adults are disproportionately under-represented among the pool of well trained professionals available to serve these children. We must re-address this discrepancy as part of an overall national effort to improve teacher preparation.

I think the proposed "National Teacher Recruitment and Training Act of 1991" does this. It provides mechanisms for increasing significantly the number of well trained minority professionals with a commitment to serve high risk, poor children in early childhood education programs and the early elementary school years, before problems harden and deepen, when intervention is most efficient.

I would like to draw your attention to two special needs, within the larger effort to support high quality teacher preparation programs through an in-depth education in child development research and theory.

* A special effort designed to increase the number of well trained minority professionals committed to teaching and helping poor, high risk children, particularly in inner city communities.

* Extensive pre-service and in-service training for professionals who work with young children affected by the problem of chronic community violence.

Erikson Institute has developed a model program designed to increase the pool of well trained and highly committed minority professionals prepared for leadership positions. The "Bridge to Professional Leadership" program-- now about to begin its third year-- makes special efforts to recruit and retain minority professionals with bachelor degrees who seek enhanced knowledge and skills to work with young children in early childhood education and intervention programs.

Success with this population does not come with a short-term, superficial program. Therefore, the Bridge Program seeks to provide an in-depth, intensive experience. The program incorporates intensive mentoring (provided by Institute alumni who can serve as role models) coupled with tutorial work on writing and communication skills, content material in the fields of child development and early childhood education, and professional socialization. It is an intensive year long program that meets high standards of professionalism.

Together, these elements provide a strong basis for professional development (which in many cases leads to graduate study at the Masters degree level in child development/early childhood education). The Bridge Program is an important component in the overall package of programs needed to increase the supply of competent and confident professionals available to work with poor, inner city high risk children. And it costs money. Training each student costs Erikson Institute nearly $20,000.00, and to participate fully in the program students must receive additional financial support to cover their day-to-day living expenses. This stipend involves a minimum of $15,000.00 per student.

The Bridge Program complements the Institute's graduate degree programs and its consultation, research, and training efforts. Highly important among these activities are our efforts to develop pre-service and in-service training for professionals who work with young children affected by the problem of chronic community violence.

For the last four years we have been engaged in studies of the lives of these children and the special needs they bring with them to school. For example, we have found in one neighborhood that virtually all the children had firsthand encounters with shooting by age five. Let me stop a moment: that means that every five year old child has seen someone shot, been shoot at, or in some other way had their young life scarred by gunfire. The same study found that all the mothers identified "shooting" as their number one safety concern for their children. The rate of serious assault in Chicago has increased by 400% in the last fifteen years. A third of the kids have witnessed a homicide by the time they are fifteen years old. Our work and the work of others around the country demonstrates that for many children, the community in which they live has become a "war zone" (c.f. J. Garbarino, K. Kostelny, and N. Dubrow, No Place To Be A Child: Growing Up in a War Zone, Lexington Books, 1991).

Coping with this chronic violence and threat take a heavy toll on children and parents. And it takes a toll on their schools and child care centers. We have been working with early childhood educators and the staff in elementary schools -- grades K-3 -- to develop methods of violence counselling for teachers and other staff who confront these children.

Part of the task in preparing teachers to work in these settings is to prepare them-- intellectually and emotionally

-- to deal with children who are traumatized by community violence. Some children will require psychiatric intervention, but most will need the informed attention of their regular teachers. We call this approach "violence counselling," and it involves being willing and able to engage children in dialogue about their experiences, for example through the media of drawing and story telling. Sadly, I believe there is no choice but to provide federal support to build the capacity among teachers to perform this critical function for the growing number of children who must contend with chronic community violence.

The cost of educating confident and competent professionals to work with high risk children is high. It is costly for institutions to devote the necessary faculty and staff resources. It is costly for individuals to enter a field that is stressful and demanding, but which yields small financial benefits. Both the institutions and the individuals are placing themselves on the front lines. We need a program of national support for the institutions that take on this difficult job and for the individuals who enter those programs.

This program should include both student loans and scholarships to subsidize the necessary training, as well as institutional grants to enable motivated institutions to develop and deliver the necessary programs over the long haul. In our own case, for example, tuition for our programs covers less than half the total cost, and we return as scholarships an amount equalling approximately half the tuition billed to our graduate degree students.

Mr. Chairman and Members of the Committee, my colleagues and I support strongly this important legislative initiative. We urge you to give very serious consideration and your support for this proposed legislative initiative because it offers hope to poor high risk children and the people who care for and educate these children. There is no substitute for confident, competent professionals in the classroom, professionals who are committed to facing the challenges these children face and the challenges they bring with them.

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Mr. **Roemer**. Thank you.

I would like to thank the panel for their expert testimony this morning and call on—okay, I was going to call on the real chairman, but the Chairman has deferred and I would like to ask a quick question. We have a Democratic caucus at 11 o'clock, so in the context of time I will make this very brief.

A number of you have talked about the importance of promising new, successful teacher programs here, practices that some schools have developed yet have been unable to share the information with other schools or with other teachers. I had a teacher at the high school where I went that recently received the Christa McAuliffe award for utilizing technology in the school, yet she came back to the high school, Penn High School in Mishawaka and said she could not share this with other schools because she did not have the opportunity to do it.

Now, with the award came the opportunity to go to Stanford and share with other recipients, what she had innovatively been doing at Penn High School, though she had no opportunity to do it locally in her own school district. If I could, let me call on Dr. Nystrand first. What are ways by which we can encourage and entice schools throughout the country to share, both at the State level, the local level, and the national level this mutual understanding and creative partnership that teachers have with students and with other students.

Mr. **Nystrand**. I appreciate the example because I think it is right at the core of the topic I came to talk about, and that is professional development schools. Schools in which people from the university and people who teach kids every day work together on a common agenda. That agenda involves helping one another continue to learn about more effective ways to teach and helping other people become prepared to teach effectively.

There are a number of schools where those kinds of experiences are being shared and where the exemplary teachers such as the one you talk about, work routinely with people who are going to become teachers and share the benefit of their experience and their knowledge with those people as they prepare to enter the profession.

That concept is central to the notion of professional development schools or partnership schools. The early investments in that suggest that they are very, very promising for doing the kind of thing that you are interested in.

Mr. **Roemer**. Dr. Anderson, would you care to comment on that question as well?

Mr. **Anderson**. Yes, Mr. Chairman. I believe we have to build collaborative centers around this country in each and every State, and that those collaborative centers have to have a diffusion network throughout the country, and that we have to look at ways—maybe I shouldn't say this, but I will—I think we have to forget about America 2000 for those schools in every Congressional district, find a better way to use that money in that regard.

Also, go about trying to persuade the 16,000 school districts in this country to become perhaps 10,000, in order to have a better educational opportunity. Once we do that and begin to flow money through these collaborative centers out into the local district with strong Federal support, I believe that we can now have that trickle down to the classroom where it absolutely has to go.

That's the biggest problem we have now. Too many superintendents and too many college professors have ownership of what needs to be done, and too many classroom teachers don't know what the heck is happening at those other levels. That's what has to occur, in my opinion.

Mr. **Roemer**. Dr. Anderson, was it you who said that your district had lost out on about $7 or $8 million in——

Mr. **Anderson**. [continuing] $8 million, Mr. Chairman, out of a total of some $30 million in State aid.

Mr. **Roemer**. Now, when districts experience a cut like that, from my ability to ascertain what many school districts do, one of the first things they cut is in-service training for teachers. How can we prevent that at your level? You all come here and say how important in-service training is for the morale and the prestige of our teachers, yet we see across the board that this area is one of the first things eliminated, thereby sending a very, very strong message to these teachers that we don't think it's important.

Mr. **Anderson**. Absolutely, and that's one of the problems. Quite frankly, I think you have to put a carrot in front of local administrators and local boards of education and local parents' nose by providing some Federal or State funding in some way on a matching basis, and say "You can have these monies if you also come up with some monies at the local level."

It has been my observation that we think twice before we take away money from programs that are being supported outside the local school district tax payers funds. For example, in our school district is the pre-K program where we receive some $600,000 from the State to run that pre-K program. It costs us locally $200,000. Mr. Chairman, losing $8 million in the tax rate of $52 on $1,000 per assessed evaluation in our school district, despite that, no one ever mentioned not spending that $200,000.

Our in-service program development activities, along with other school districts, was emasculated.

Mr. **Roemer**. Final question. Dr. Miskel, Dr. Anderson didn't make any bones about it, he disagreed with the President and the Administration's decision to utilize the money for building new schools. I've heard a number of the witnesses today talk in different key phrases and say that we need to stimulate systematic reform. What specific area, if you could pick one, would you pick to stimulate this systematic change in reform in our schools?

Mr. **Miskel**. I think the key problem and the key issue is attracting highly able people into the teaching profession and maintaining them. I think the single most important area that the Federal Government can work is in student aid and in scholarships to bring outstanding teachers, majority and minority, into the school and help them get a good education in universities that will prepare them to teach.

Mr. **Perry**. Mr. Chairman, may I just make a comment in regard to your first question? I believe that all of these exemplary programs have to be institutionalized both at the State level and at the national level with, preferably, a national clearinghouse. I do believe that we have to get beyond the print media, to take these programs and put them on video tapes and use the electronic media to reach a mass audience in dealing with in-service training.

Secondly, in relationship to the situation in New York State, may I speak as a State legislator about teacher centers. There were excellent programs and I'm very sorry that the legislature could not see to fund those centers, but it's almost inevitable. Dr. Anderson mentioned that there was a New York State fiscal crisis, it really is not a New York State fiscal crisis, it's a national recession.

When you have a national recession of the type that we are going through right now, it is inevitable that these types of programs will be the first to be cut. That's why I do believe that it is a Federal responsibility, or it could be a Federal responsibility, to look at this area of teacher preparation, especially at the in-service level, and to fund those so that we will not have the ups and downs according to the national recession and the vicissitudes of what happens in a State legislature.

Chairman FORD. [presiding] Thank you very much.

Mr. Henry?

Mr. HENRY. Thank you, Mr. Chairman. Let me say to our panelists I think we have had a fascinating and haunting series of presentations as I look at the issues we have touched on. We are dealing with the higher ed reauthorization. Of course, Title V is where higher education intersects with elementary and secondary education in a very direct and dramatic way.

We've increasingly recognized that we have a national crisis in elementary and secondary education. For the first time we are developing a national consensus on goals for elementary and secondary education. At the same time, I am more and more persuaded that while this debate on national goals is important, the solution is going to be locally delivered.

That's the dilemma in all this. There is a little bit of political hot air around this issue, particularly in this town, because so many of the remedies that are rather flippantly talked about are first of all dependent on State legislative actions, for example, certification reforms and curricula reforms, and a lot of the funding, obviously.

The solution is going to be State, and even then—at least my orientation to the solution here is—the solution is going to have to be devolved down to the local district. I have a little bit of concern with Mr. Anderson's or Mr. Nystrand's last observation on the number of the 16,000 school districts and trying to get that down to 10,000.

To me, the issue is going to have to be resolved locally, and yet you've got a national problem which is so evident. It creeps out in so many different ways. It's frightening testimony from Dr. Garbarino in terms of violence and the social setting in which education is expected to take place.

The testimony relative to the migrant education problem and that unmet need, or when we are dealing with the whole issue of race and ethnicity, the changing demographics of America reflecting itself in the changing composition of the classroom, and where these kids normally perform, the educational opportunities that are not given to them, and the impact that it's going to have on demographics of the workplace, and how it relates to competitiveness.

In one way or another we have touched on so many of these issues. The problem, I think here, is a tremendous breakdown in terms of the public. I just don't know where, as a Member of a national Congress, I fit in all that. It really comes in to Title V in some ways. How do you establish some kind of systematic change. To my average constituent—whether it's Caroline Chardonnay or Joe Sixpack back home, they are really looking for what that local school district is doing, that local building.

That's a contest that is pretty far removed from augmentations and new set-asides in a Title V and it smells to them of more bureaucracy. I think increasingly even to our local school districts it smells of more bureaucracy. So much of the attention now is how do we focus on the outputs rather than all the inputs.

I'm not trying to be skeptical. I'm haunted that somehow our accountability models and legislative drafting here in Washington doesn't do the job. Without being critical here, and I realize that the cost of education has gone up dramatically at K-12 level, as we've tried to be more equitable. As we have dealt with the issue of education of the handicap, which is an extremely expensive proposition, and also as we have tried to be more honest in terms of the issues of equal access and educational opportunity regardless of race or ethnicity, and the issues of bilingual, multicultural—those things drive up costs.

The bottom line is, even adjusted for inflation, your per capita spending is outracing inflation tremendously in the last 20 years, the last 2 or 3 years at any rate, while at the same time, performance levels and outputs have dropped. That's what is being looked at back home. Accountability is going to be local. Your millage is going to be local. Where it's measured in terms of the public is a local.

I keep thinking of the comments of futurists like Stephen Nesbit, who are always talking about in fact we've become so bureaucratic, so institutionalized, that every time I get leaders, whether it's a Department of Education executive whom I highly respect and count as a friend for many years, or someone from the Association of School Administrators, and the deans of education, we can all point and blame someone else.

Somehow we've got to establish local accountability and action and flexibility in the context of national goals. That's why I'm a little worried about some of the things you have asked of us. I just have to express that reservation. What I'm concerned about, for example, the deans of our higher education institutions, Dr. Perry—pardon me, Miskel. I want to know what you have done at your institution to address the issue of what you expect of an entrant.

The University of Michigan is an exceptionally competitive institution so you've had the luxury of doing more, but the same—okay, if all this language instruction is so important in a global environment for K-12 kids, as others mentioned on the panel, what are you as an institution demanding by way of admission by way of 2 years of foreign language. It was the higher education institutions that betrayed us by eliminating the requirement which took the pressures off the secondary schools to even offer it.

My youngest attends one of the most competitive and best funded and outstanding public high schools in the State of Michigan and yet she can't get 2 years of Latin. You can't get German. You can't get French. The only multi-year—oh yes you can, you get 2 years of French. But no German, no Russian, no Latin. Twenty years ago they had more by way of foreign language in that school than they do today. Much of that is because the higher educational institutions diminished their standards to let them in because they were competing for bodies. I'm wondering about alternatives in terms of certification. Local school districts should be accountable for what they produce rather than how they comply with certification or hour requirements and those kinds of variables.

I just throw this out as a giant question mark out there. Obviously, the institutional advocacy out here I respect, but I think somehow we are going to have to cut through that morass. I realize my comments have been very, very philosophical, and I appreciate what you've said. I'm off to a Whip meeting as others are off to the caucus. You certainly have given us, and illustrated dramatically, the severity and the magnitude of the problem this Nation faces. We can't stand still.

But the problem is, it seems to me, that as we address these Title V things, it's the kind of bureaucratic structuring and administrative centralization and overhead that is really counterproductive to that local accountability and stimulus we've got to have. That's my concern amidst all this. Thank you for letting me offer testimony. Thank you, Mr. Chairman.

Mr. ROEMER. [presiding] Thank you, Mr. Henry.

Mr. Jefferson?

Mr. JEFFERSON. Thank you, Mr. Chairman. Of course we are pleased to have all of the witnesses here today who have made outstanding presentations, but I am particularly pleased to have Dr. Garibaldi, who is from my district, Mr. Chairman, from Xavier University. He is listed on the witness list here as the Dean of Arts and Sciences at Xavier, but, in fact, he is the Vice President of Academic Affairs at Xavier. I want to mention that so that it may be corrected.

Dr. Garibaldi, you have, I think, some very visionary ideas here about what can be done to better target efforts to increase the number of minority teachers who are brought into the profession. You sight two examples which you have under the heading "Demonstrating Success." One involving your school and another involving a school in Knoxville.

These, I take it, are the two outstanding examples you wanted to bring to our attention. Yet, the thrust of your testimony is that this idea can be replicated throughout the Nation and ought to be made a part of our renewal of the Higher Education Act and this particular part that were are dealing with today.

You point out about the drop off of minority students who are graduating from high school and the trend of many of them toward community colleges and away from baccalaureate degree education. Your proposals address the issue of reaching some students early to have more of them become interested in teacher education.

I want to know specifically how early do you think this intervention should take place to reach high school students by our colleges, whether the minority/majority model that you set up here is one that we ought to use once we get students in college to help bring about good results, and what about the problem of a lot of our students who are going now to the junior college area which keeps them away from becoming available for the teaching force?

Mr. **Garibaldi**. Thanks Congressman for your comments. Let me first say that Xavier and Knoxville College were included in this particular testimony because they are two institutions that are part of a larger consortium of a program of teaching for minority careers. The program includes not just Xavier and Knoxville College, but also Morgan State University, Fordham University, the Mendez Foundation Institutions in Puerto Rico, Hostos Community College, Cal State University at Domingos Hills, just to give everyone an overview of that.

The important thing for us, and this is being replicated on many institutions who are historically black colleges, the United Negro College Fund institutions, as well as others around the country. There are lots of programs that have collaborations with school districts, and I think that was important in the comments that Mr. Henry was just making.

Programs which start early in the schools are the most effective ones. Even at this time, right now on my campus, there are over 600 junior high school, elementary school, and senior high school students on our campus right now taking part in enrichment activities. These students come from the local area, public and private schools. It is never too early to impress upon them about the need for teachers and also the fact that this might be a career option for them.

I would go as early as the upper elementary grades, but allow young people the opportunity to even be exposed to a college campus, because I think that is one of the most rewarding experiences for these young people right now that they are on a college campus, and many of them are taking courses, even though they may be mini-courses, by individuals who are considered college professors.

The second point that you make in the dropoff in going into teaching is most important, even for those students who are going into college. Historically there has been a number of less than 12 percent of minority students who have been in college. Today, if you look at just black students, 9 percent of all students who are in college are black students, but of that number, 45 percent of them are in 2-year colleges.

The same is true for Hispanics. The same is true for Native Americans, but yet the transfer rate from a 2-year to a 4-year institution is only about 10 percent, some figures put it as high as 15 percent, but the truth is it is a number around 10 percent.

The community college can play a very pivotal role in the kinds of consortium we are talking about. Hostos Community College in New York is heavily Hispanic. It is an institution that can become the feeder institution for the City University of New York, which is one of our other institutions in the consortium, as well as Fordham University, looking at the baccalaureate and postsecondary level.

Getting the students just into the 2-year institutions is not sufficient. We certainly see that community colleges, because they have the largest pool of minority students, for one example, at those institutions they should be a major feeder to some of the 4-year institutions that have teacher education programs across this country.

I think that those are the most important points because they bring together the elementary, the junior high, the senior high, and then also the 2-year institution for those students who are not adequately prepared to enter a 4-year college or university, whether that's a public institution or a private institution.

Mr. JEFFERSON. Does anyone else, any other panel member, have any comment on Dr. Garibaldi's recommendation, or what to ask him about anything?

Mr. ANDERSON. I just, Mr. Congressman, would like to emphasize what he said in terms of reaching out and finding every possible way to expose students in our high schools, particularly those that we classify at risk for a number of reasons, to some type of cooperative program with the local community college or local 4-year college in which we encourage those youngsters, who not only don't feel they are going to graduate from high school, absolutely know, incorrectly, that they would never be able to succeed in college.

We have a Partners in Excellence program with one of our local community colleges, and we have youngsters who are not doing well academically, well as the report card would state, but who we know to be bright, who we know to have the level of skills that are necessary to go on to colleges, and we have convinced them to enter this program.

What they do is they take one course in the college with a college professor, they are counselled, the get an ID card from the college, they can go to the library at the college, and it is so heartwarming at the end of the year to listen to those students talk about the rejuvenation that has taken place in terms of what their outlook on life is and what they know now they can succeed at doing.

We have to some way break down this perception on the part of professional educators, families, and students, that because you happen to be in a certain situation, you don't have a good opportunity to succeed in college. That isn't true, and we have to work hard at that. What Mr. Garibaldi has said I certainly support 100 percent.

Mr. JEFFERSON. Mr. Hawks?

Mr. PERRY. Excuse me Dr. Hawks. Our studies indicate sixth grade at the latest, fifth or sixth grade, and you must involve parents, because a good share of the parents of these children have not had successful academic experiences, and they, as Dr. Anderson just said, have to understand that it is possible and become supportive. Thank you.

Mr. HAWKS. Mr. Jefferson, a couple of things—with Mr. Garibaldi's testimony earlier he talked about the real concern of not having enough of our minority population going in to the teaching profession, and it's really a disaster.

The statistics that he had quoted so accurately in his earlier testimony are very true as it relates to Michigan. The equally concerning thing to us, maybe the more concerning thing to us is as we take a look at our minority population that is not going into teaching.

A few years ago, Dr. Austin who is with me here today, had done a study in Michigan and we wanted to know how many young people—minority young people—were going in to teaching. When he came back at the figures, we took a look at the black male age 26 and under. When he came back with the figures I said "They've got to be wrong. You've got to go back and redo this."

They went back and looked at it again. At that time, 3 years ago, we had 11 black males out of approximately 90,000 served by teachers in Michigan age 26 and under, in teaching. The following year I believe it went to eight. So the young people are not going in to it.

In my testimony I made reference to an urban teacher education program which was the result of a monitoring function that the State had ordered us to do over a the community college in Detroit at one point. One of the good things that came out of that is the Urban Teacher Education program as we refer to it today.

It has a high counselling component that you had also spoken to earlier, but we do work with the high schools and we try to get the young kids at an earlier age to say, "Yes, you can go to college and you are going to succeed." Because we believe that every student can learn and they will learn if we give them that help.

We have worked on a program with two of our universities, Wayne State University and Eastern Michigan University, and these students then come to the community college, we have a special curriculum that has been developed for them to encourage them to go in to teaching.

After they complete the 2 years at the community college, provided they do well there, they are automatically admitted to those two colleges of education that were referenced earlier. I support what you said too, there are ways, and if we can use our community colleges to help attract people——

Mr. **Jefferson**. And you would agree that we should formalize this approach. Apparently a lot of States and a lot of institutions are undertaking this approach now of reaching into high schools and elementary schools, but the thrust of the testimony is we should formalize it as a part of our efforts in the Higher Education Act to make it a formal part of what the Congress is authorizing here.

Mr. **Hawks**. Yes, in fact so many things are interrelated. As we spoke earlier in our testimony about the financial aid situation, many of our young people don't choose teaching because of the high burden that is placed them with the loans that I made reference to earlier. They say, "If I've got this much debt, I'm not going to go into teaching; I'm going to go into something else." Thank you.

Mr. **Jefferson**. Thank you very much, Mr. Chairman.

Mr. **Roemer**. Thank you, Mr. Jefferson.

Mr. Payne?

Mr. **Payne**. Thank you very much. Yesterday I had an opportunity to speak at a community college in New Jersey, Morris County College. They have a program for seventh to ninth graders. It was a tremendous experience. Morris County is a very beautiful suburban community in New Jersey, but they brought kids from the inner city parts of their county through a challenge grant, and also the same number of youngsters from Newark, New Jersey, my home town.

They are having an excellent opportunity. I couldn't agree more that we need to go even lower than the seventh grade to try to start to get young people. Actually they gave me some tough questions, for instance they wanted to know where I stood on Judge what's-his-name?

Mr. **Jefferson**. Thomas.

Mr. **Payne**. Yes, Thomas. That was easy, but there are two programs that are being recommended for cuts: the Paul Douglas Teacher Scholarship program and the Mid-Career Teachers Training. In New Jersey, I know the Mid-Career Teachers Training program has been extremely successful, probably the most successful of anywhere in the country.

Perhaps those that are in education on the panel or perhaps the superintendent from Michigan, Mr. Hawks, or perhaps Dr. Anderson, would you comment on—or any of the others—on whether you have had experience with this program and what is your opinion, particularly on the Mid-Career Teacher Training program?

Mr. **Hawks**. I have not——

Mr. **Anderson**. I have not had that experience either.

Mr. **Miskel**. Mr. Payne, I talked about it in my testimony. I'm from the University of Michigan. Basically, what you find is where you can find some support, the actual interest in this program is rather overwhelming. For example, the University of Michigan this year, we are setting up a program for 30 people. Without advertising, we had over 200 inquiries.

There were 60 applications from a very wide range of people, and where you do make programs accessible and reasonable in universities, I have found mid-career people wanting to change. It goes from English teachers to lawyers to scientists of various types, retired military personnel. It's a very viable program.

One of the problems you do have is that these people are leaving lucrative careers, typically, and they need transition support. The Mid-Career Scholarship program is a very important program. I encourage expanded funding.

Mr. **Nystrand**. We have had a similar experience at Louisville.

Mr. **Payne**. Yes?

Mr. **Garbarino**. Just a remark that, you know, a generation ago, which means 10 or 15 years ago in the education field, there was a tremendous emphasis on attempts to "teacher proof" curriculum and materials, the idea that we could somehow get around the fact that it's the quality of the people in the classroom that really carries the weight, and I think part of what you are seeing is the growing recognition that that's a false path.

The most cost effective investment is the investment in the quality and the morale and the competence and the confidence and the commitment of the people who are actually with the children. All the rest of it is really extraneous to the actual accomplishment of that goal. I think that has been clear in early childhood education. It is clear across the field.

I remember the first study I ever participated in as a graduate student was the study of the teaching of a major human development course to undergraduates. We had what must have been 400 different variables on the student's outcome, and it all boiled down to the single strongest relationship was how well their instructors knew the material and were committed to teaching it was what translated into the student's learning.

I think that is a simple, old fashioned kind of principle, but it's reflected in the fact that we have to invest in the people who are going to teach the children. All the rest of it is kind of pie in the sky.

Mr. **Payne**. Thank you very much. I'm sorry I missed your testimony, but I will have an opportunity to look at it in the future. Thank you very much.

Mr. **Roemer**. Thank you very much, Mr. Payne.

Mr. Goodling?

Mr. **Goodling**. Thank you, Mr. Chairman. I apologize for running in and out, mostly out. As a high school principal of a school with 1,600 students, I could schedule them without a conflict, here we can't schedule 435 Members without 1,600 conflicts.

I just looked hurriedly at your testimony, and I thought in all cases it certainly spoke well for my H.R. 2495, the Teacher Leadership Act of 1991, and I appreciate that testimony.

Mr. **Roemer**. Thank you, Mr. Goodling.

Mr. Kildee?

Mr. **Kildee**. I likewise want to apologize. I had about four meetings this morning, one on H.R. 5, which is a labor bill coming up Wednesday, but I particularly want to greet Gary Hawks and Cecil Miskel, who I've known for many, many years. Gary, they ought to make you their permanent superintendent in Michigan. I'm your advocate on that. You have been acting so many times. When they're in real trouble, they always bring you on board and you always do a great job.

I got my Master's degree in Education at University of Michigan and am very grateful to the University of Michigan. After I got that Wilber Corn was your predecessor for a while. Wilber used to get some money out of me each year to send a couple students over to Switzerland to study early childhood education. I used to write the language.

We only had a limited amount of money so I could justify this and only a few of them were qualified for it. They were able to send those two students. The early childhood education is extremely important, and we commend you for what you are doing. Thank you very much.

Mr. **Roemer**. Mr. Andrews from New Jersey?

Mr. **Andrews**. Thank you, Mr. Chairman. Seeing you there makes me think this is really a remarkable day in the history of American education.

[Laughter.]

Mr. **Roemer**. I can end this hearing very quickly, Mr. Andrews.

Mr. **Andrews**. No doubt. I have a question. I too apologize as does Mr. Goodling, for not being here to hear what everyone had to say, but I have read it. I notice that the recommendation of Dr. Hawks and Dr. Anderson, among others, seems to track the need for some sort of institution—I see in Dr. Anderson's testimony it's called "school renewal centers."

The concept I hear sort of across the table—there needs to be a place where teachers can continue their professional growth and development and where we can encourage that process for a variety of good reasons. That's one concept here today.

I happened to look at one of the newspapers in my district this morning and it establishes another concept which I want to touch on in my question. The headline here says, "Legislature makes move to eliminate tenure." Yesterday in New Jersey the State assembly voted effectively to abolish tenure for school administrators. I think that there will follow shortly some debate about whether to eliminate tenure for teachers as well.

The implicit or explicit argument that the supporters of that measure made is that somehow or another people who run schools and who teach in them are failing; they are not doing the job that they are supposed to do. It strikes me that that argument on the one hand, and the concept that several of the panelists put forward today on the other hand have in them an implicit question which is: How do we measure performance excellence aptitude in teaching? How do we do that?

I've seen a number of proposals which intuitively strike me as how you don't do it. I'm not a fan of standardized tests for students. I'm certainly not going to be a fan of standardized tests for teachers as a sole measure for measuring ability. I think standardized tests tend to measure how well you take standardized tests, by and large.

Other proposals have been for peer review or some kind of more subjective verbal type of review. We all know the irregularities that can possibly arise in such a situation. Other proposals are that there simply be nothing like tenure at all, that when the will of the governing body of the institution decides to remove a teacher or administrator, that just happens. None of those things seems to make any sense to me.

I guess the question I am asking is, if we are going to, on the one hand, create centers for improving excellence among teachers, and on the other hand we are going to pass laws at the State level that require some level of competence, if not excellence, in order to retain one's status as a teacher or administrator, how do we measure that? What is a valid measure of teaching performance? Anyone who cares to answer.

Mr. **Nystrand**. Well, I'll try. I'm from Kentucky, the State that over the last 3 years has given substantial thought to that question and several related to it. The evidence is not yet in from Kentucky—let me hasten to say that—but Kentucky has decided to do something that I think is very significant.

In addition to assessing teachers through examinations which, like you, I have some trouble with, and through supervised internships, which I think were a pretty good idea in their first year of teaching, the new model for Kentucky reform looks at schools. There is an assessment system being developed in Kentucky that will measure the progress of entire schools, and teachers and administrators and others who work in those schools will be rewarded or penalized depending upon the overall performance of students in those schools.

Now the important notion is that people who work in a school have a collective responsibility to help one another. So, the teachers will help their peers become more effective. I think that is a terribly significant and powerful idea, and I think it bears watching to see how we play it out.

In the final analysis, I think teaching is like another profession. The test of performance is: Do you do what a competent, responsible, professional would be expected to do in a similar situation? In large measure, that requires judgment of other professionals.

Again, I don't think we have all the answers, but I think we are headed down a very interesting road with it. It is a terribly complex question. The notion of looking at people working—encouraging people to work together and to be assessed together is one that I think bears further scrutiny.

Mr. **Andrews**. That's very interesting.

Mr. **Anderson**. I would make a couple of comments. It would take us a long time for us to really explore that very insightful issue that you have raised, and I think we have to look at it in the total concept historically, as well as what is happening today.

In those States where you have labor intensive teacher unions, you have a situation that is very difficult to deal with when you talk on the one hand of improving education, and being able to elevate to a higher standard those who have the greatest responsibility for improving education, i.e., administrators and teachers.

There is no question in my mind that the unions were formed, and they needed to be formed because of the way teachers were treated by boards of education in many communities across this country. Nevertheless, we have them, and that begot us tenure, in my opinion.

Tenure in the State of New York is a very difficult undertaking now if you try to bring about the termination of an ineffective teacher once they have tenure. The average length of time it takes to go through that process is 3 years, and the average—the average cost—is approaching $50,000.

Mr. **Andrews**. If I could just interrupt you. You use the phrase "ineffective teacher." Who determines that and how is it done?

Mr. **Anderson**. Okay, I'm going to get to that. I think that—well, let me just say this, those people that come before 3028 proceedings are of the most drastic type that it's not difficult to know that they shouldn't be with children because, because of these high costs and the long procedures, we simply don't bring to those proceedings many of teachers that should not be involved in education with children.

It is a commentary, and we spoke earlier about the need to overhaul the education of those who go in to the education field. I have a doctorate degree. In getting three degrees, I never once had a course in terms of how to evaluate performance of professional educators; never had one course. Now, I don't think I'm too unique in that particular area.

We have brought into education the need to evaluate—primarily because of tenure, to decide at the end of 3 years, in our State, if you get tenure. Let me give you an example of who does that evaluation. The principal has to do that evaluation and negotiate contracts in many places.

In one of my high schools, I have 275 teachers and I have one principal and two assistant principals and we have 180 days of school. It doesn't take a mathematics genius to understand that that's an almost impossible task to do those evaluations, and if you're not tenured, you have to do three a year.

I think that we have to understand that there isn't a perfect model for determining who is an effective teacher and who isn't an effective teacher. As long as we look for perfection in terms of making those decisions, and as long as we look for perfection before we implement a model in terms of merit pay or pay in some differentiated staffing model, we are never going to change the system.

I believe, and it was mentioned in your comments, that certainly peer evaluations, coupled with administrative evaluations, are possible in terms of determining who those teachers are—and it shouldn't be a negative undertaking. Who are those teachers that need to receive help in terms of improving their professional teaching?

So we do have, I believe, the peer coaching. We have a host of models in place, but because of unionization and because unions don't want one member of that union evaluating another member of that union and participating in the possible loss of a job of a union member. I'm not anti-union, I'm just stating the problem as it exists.

Until we can change that model, we're not going to bring about effective determinations as to who is doing the job and who isn't. Today in education there is only two bases on which I get a promotion or on which I get a higher salary, and they are the number of years that I have worked and the number of degrees that I have.

I submit that that is an ineffective model in order to determine how I should advance professionally. We have to correct that, and I don't know how we are going to do it because I wouldn't want to suggest in this room that unions have a certain amount of clout in the State house and at the national level in terms of what's going on in this area.

Mr. **Andrews**. Any other comments? Yes, sir.

Mr. **Hawks**. Mr. Andrews, I wouldn't think that unions or tenure is a problem because we don't have the number of cases that come before us in our State when you consider the number of teachers that we have. I think it goes back to some of the testimony that some of us have given earlier. Part of it is the average age of our teachers, at least in Michigan, I don't know about the other States.

And also the period of time it's been since those teachers completed their college education. I think professional development is a key, and a vast majority of our teachers in Michigan want professional development, but it's very difficult in some cases for them to have it. And that's why we are asking for grants for the State agencies that would make sure that those dollars are used for that purpose and not just intermingled in the local funds.

A vast majority of our teachers do want professional development. For example, a few weeks ago you noticed all the brouhaha about the mathematic scores in the country and then we had press conferences at the local level. When you take a look at that, the teachers were really doing a pretty good job of teaching addition, subtraction, multiplication, and division.

As I told a group of business people, 20 years ago when many of these teachers were trained, that's what you wanted our young people to learn because you wanted them to know that it took five lugs to hold a wheel on a car, you didn't want them to have these other type of skills.

The teachers having been trained then, with the goals that were established then, it is up to us now, I think, to provide that professional development to bring them up to standards and to use the technology that's available.

Mr. **Andrews**. I appreciate that comment, and what occurs to me from hearing each of the panelists, and thank you for your responses, is that it would be a shame if we only looked at further teacher education, on-going teacher education as punitive. That would be the wrong approach. What it ought to be is supplementary and growth oriented for the individual.

By the same token, it would also be a shame if we conducted that professional growth in the absence of some notion of what it means to evaluate a teacher. In our State right now, as Congressman Payne can tell you, there is a very bold effort going on in public education where in excess of $2 billion is being expended on the public schools and increased State aid.

One of the critiques or criticisms of that approach is that we are throwing "good money after bad," by throwing this money into bad schools and presumably helping bad teachers, whatever that means. But, no one is willing to step forward in any rational way and define what they mean by that, and I think if we are unable to begin rationally and progressively defining what we mean by educator evaluation, then a lot of these other ideas lose their impact. I thank the members for their participation and I reluctantly turn things back to the Chairman.

Mr. **Roemer**. Thank you, Mr. Andrews. Mr. Kildee, did you have a follow-up question?

Mr. **Kildee**. Yes, on that question. I have observed probably thousands of school districts, both in the State of Michigan and around the country, and I've seen school districts where they do have that pay scale, which I had gotten very used to when I taught for so many years. I have a Master's degree plus one year beyond the Master's and, I think, 8 years in the system.

As a matter of fact, when I got elected I had a Master's with one year beyond, 8 years in the system, and I got elected to a higher paying job at the State legislature, just a comment. I was making less than $6,000 a year and I got elected to a $10,000 a year job. I've seen school districts that have that pay scale and really have great teachers. Is it essential that we do away with that pay scale in order to get effective teaching, or is that just perhaps one approach that you have in mind?

Mr. **Anderson**. That's only one component. It is offensive to me though. It's really offensive to me as a professional, and I don't know of any profession, if you will, in which you have that lockstep method. It doesn't mean you cannot do a good job within the confines of the regular school day, and we have great teachers that do that and have other responsibilities, and need to go home, and need to do other things.

But what about those teachers who stay 2 hours past school, that visit homes, that do all of these types of things. I believe we need to have in place some method of differentiated staffing and differentiated pay to recognize them for what they are doing to improve our profession. As human beings, all of us can be motivated, and money isn't everything but I believe it's a motivator. Some people even go into the State legislature.

Mr. **KILDEE**. That's right. I had other reasons for running but it did help. I have been wrestling over this question all my life because we certainly want to have the very best attracted and kept in the teaching profession. It's very, very important that we attract them and keep them there. In the city of Flint very often, if you are a great science teacher, AC Spark Plug will steal you away from the school system.

AC has somewhat of a pay scale too. We all have that. To think that is unique only for education—it's somewhat true in my own office. I have people who have been there so long and they move up. It's not just unique to school systems. I think that if we could maybe get some combination of something objective, plus some reward, some combination thereof.

I have another point also. On tenure, Dr. Nystrand mentioned that a teacher must be performing very poorly before you can take them before the tenure board and get them ousted. I watch the tenure board in Michigan too, and I think that if you really prepare a case you can do it. I've seen superintendents who have great records of getting rid of teachers who are not qualified.

You can't just say "Hey, this person can't teach," you've got to document that. It takes a little more work to document it, but tenure need not protect the incompetent. I've seen districts—you've seen that in Michigan—some districts have great records.

They can go in there and they know how to document the facts, because they must present it before a body. I guess I'm just saying this because I've been wrestling with it. I started teaching in 1954 and I recognize some defects in that grid system; how many years, how much education, and boom, this number of dollars. There are some defects in that, and yet I recognize that there can be sweetheart arrangements too, otherwise.

I think some combination of some objective and valuative methods might be the answer for that. I just wanted to get that on the record. Thank you.

Mr. **ANDERSON**. If I may? I agree that there needs to be this combination, and I would love, personally, to see some kind of standardization, a base if you will, coupled with merit for exemplary and outstanding performance and use that as the motivational device.

I also agree that you can dismiss teachers eventually or have some penalty imposed through the tenure process, but I would submit though that all too many are not brought to that process because of the very difficult and very expensive undertaking that it happens to be.

We have to give due process. I believe that right now, on the books at the Federal and most State levels are statutes that guarantee due process to individuals in terms of losing their jobs. I think tenure is just a little too strict and a little too narrowly confined in terms of managing the profession.

Mr. **Kildee**. I can recall when I was teaching and look back, and I'm wrestling with this too. I'm sure both of us could probably sit down and arrive at something that would work better than the present system. During your first 2 years in Michigan, you are not on tenure. You may be put on tenure—Gary, is that still the case there? Whatever the case is, things change.

The first few years you are not on tenure, then you can be put on tenure. I think the board has an option for another year sometimes. I'm close to the numbers anyway. So you have a chance to evaluate, and without cause, you know, have a teacher leave. I would like to add this too—there are some very subjective bias things that can get a teacher bounced out too.

I can recall I was called in by a friendly administrator, a friend, a good friend said "Dale, your chances of getting tenure will be greatly enhanced if you drop your membership in the NAACP and the American Federation of Teachers." They were being friendly. There are sometimes little things they can dig you at too.

Mr. **Miskel**. Mr. Kildee, I think one of the things we have to recognize about tenure is, in fact, while we want to describe it as being a job preservation system, in fact, it's intent is to preserve academic freedom where teachers, in fact, can engage their students in serious intellectual endeavors with some freedom of not being sanctioned for that type of thing.

I think it is far too easy to lapse into rather negative rhetoric about tenure, when in fact it does serve some very positive aspects. I would like to have that on the record as well.

Mr. **Nystrand**. If I could footnote that for just a second. Tenure is clearly an important issue, but for the last several minutes I think we have been talking about the marginal 2 or 3 percent of the people in the profession. I think the burden of the testimony today has been to focus on everybody else.

The comments that we all made in common today is that we are talking about changing the profession in ways that those people we want to continue to work in our schools will work more effectively together, that teaching will become much more of a collaborative activity in which those who are really good help those who are not so good become better.

If we can move our schools in that direction, I would like to think that the issues of dealing with people at the margin will become much less of a public concern than they currently are. Thanks.

Mr. **Kildee**. I think that's a very good summary of the situation. You summed it up very well. Thank you.

Mr. **Roemer**. Thank you, Mr. Kildee.

Mr. Goodling, did you have a comment?

Mr. **Goodling**. I just wanted to say that I didn't think the New Jersey State legislature showed much courage. There are not many of us as administrators—I'll be watching carefully to see how much courage they have when it comes to teachers, although Al Shanker gives them a leg up in some areas because I think he has already called for the very same thing that they are voting about or on. I was trying to find some way to not put that at the end of the sentence, but—strike that.

[Laughter.]

Mr. **Roemer**. Dr. Nystrand, I would also like to follow up on Congressman Andrews question, when he asked you about how we measure effectiveness on the part of teachers. You said we look at the effectiveness of schools and the performance of students. How do we measure that? How do we look at the effectiveness of students?

Do we have some type of locally-devised assessment of skills rather than a national test? What would you say is the next step then in reference to your answer to the Congressman's question?

Mr. **Nystrand**. Thank you. Our State is in the process of developing a set of new comprehensive set of assessments, only a part of which will be standardized tests as we have traditionally known them. The current buzzword is "authentic assessment." It involves things such as collecting portfolios of student work, of sampling student performance that calls for the application of knowledge rather than the rote regurgitation of that knowledge.

We are at the early stages of doing that. At this point, we have a blueprint and very good intentions. Ask us again in a couple or 3 years how we're doing with it. Those of us who are in the State, however, are optimistic that it will help us with lots of things.

Mr. **Roemer**. I hope you share that information with the committee when you do devise it. We would be very anxious to work with you on that blueprint. Hopefully, it will be more expeditious than 3 years.

Mr. **Miskel**. Mr. Roemer, just to try to put in another plug in a sense. I think what we are talking about here are some very complicated issues of which, in some cases, we know have limited knowledge; the area of assessment. We have looked at it probably far too narrowly in terms of standardized test scores.

We may be exacerbating this in the current policy environment. I think that we have to invest in research and development in the area of assessment both of personnel of schools and other indicators. If we are going to do this effectively where we can reach the expectations of policy makers such as yourself, such as parents, and other interested parties, then we have to have ways of understanding and going about it.

I think that we need a critical investment in knowledge production and how you can apply those in local settings.

Mr. **Roemer**. Dr. Miskel, following up on that, you testified about business partnerships as well in the schools. What can businesses do to enhance this partnership, especially as it relates to cooperative research and development?

Mr. **Miskel**. Yes, as I talked about the business partnerships, I talked about it in a little different fashion. In one sense, when you look at what people think about education, if you look at the local level, if you ask a parent "How is your school doing?" many times they say it's doing very well. Well, how is the one across town doing, and it's not doing so well.

What we need in the business community, I think, is creating a policy environment that gets out the word that, in fact, we do have problems in education in this country, both in the elementary, secondary, and in higher education, and business can create the environment of setting high expectations for education, of letting people know how they should measure and what they should expect of education.

I think, in one sense, a primary way that business can help is in setting the environment, the tone. As well as, in specific kinds of programs like COMPAQ's helping with personnel and so forth, I think a critical point here is that they've got to help create the environment that education needs to change, and here are some ideas for it.

Mr. Roemer. Dr. Garibaldi, I know you didn't testify on this, but are you familiar enough with, and would you feel comfortable with answering a question about the National Mini-Corps Program?

He testified about this National Mini-Corps program for migrant students. In talking with staff on the Education and Labor Committee, we questioned why the program should be limited to specific students. Why not expand it to a host of other students across the national spectrum? Can you comment on that, or give us your counsel or advice or insight?

Mr. Garibaldi. Well, listening to all of the things that he said, it sounds very much like programs that we have at our own university to prepare students for science and mathematics; programs that we start as early as the junior high school years with and take it all the way through, during the summer months, through college entrance.

Programs that begin early where students are advised, receive the proper guidance during the school year as well as during the summer months, tend to be very, very successful. Though I didn't dwell on it a lot in some of the comments that I made in response to one question, Future Teachers' clubs, for example, are things that really should be brought back in full force in our Nation's schools.

We talk a lot about the need for teachers in this country, but yet it is the most difficult thing in the world to get some of our teachers to encourage their own pupils to become teachers. Future Teachers' clubs provide that model at the home school, where students take a look at what their teacher does and how responsible an individual that person is, as well as what impact he or she may have on their future career goal.

I see many of the things that he talked about in the migrant program as being applicable to a number of other programs that are currently being used around the country, and can be very, very successful.

Mr. Roemer. Thank you. With that I would like to thank the expert testimony and insight from the panel this morning and would again like to apologize for Chairman Ford having to go to the caucus. He said to extend his apology to each and every one of you on the way out the door. Thank you very much gentlemen.

[Whereupon, at 12 noon, the subcommittee adjourned.]

[Additional material submitted for the record follows.]

Testimony for the House Committee on Education and Labor Subcommittee on Postsecondary Education

Hearing on Title V of the Higher Education Act
July 11, 1991

Submitted on behalf of the
National Board for Professional Teaching Standards
by

James A. Kelly
President and Chief Executive Officer

Mr. Chairman and members of the Subcommittee, thank you for the opportunity to testify on the need to authorize federal matching funds for the research and development program of the National Board for Professional Teaching Standards (NBPTS). I am here today to ask that you include such an authorization in the legislation you are drafting to reauthorize federal higher education programs.

As you full well know, we came within inches of the goal line in the 101st Congress in seeing legislation enacted to provide authorization of federal matching funds for the National Board's important research and development activities. The Senate passed such legislation once, and the House passed such legislation twice, but, the same legislation never passed both houses. Once again, bills have been introduced in the 102nd Congress in both the House and the Senate, H.R. 2697 and S. 457 respectively. This legislation provides a commitment of up to $25 million in federal matching funds for the research and development work of the NBPTS.

Meanwhile, the Board has been anything but idle. We have raised over $13 million from corporations and foundations -- most of which may go to match the federal funds we are requesting. In addition, we have raised $5 million from Carnegie Corporation of New York to support the Board's operations. And, we have reached agreement with the Department of Education on the grant award of $4.88 million to the Board provided in the FY 1991 Appropriations Act for the Labor, Health and Human Services, and Education Departments. Those funds are now available to us following the same important terms and conditions stipulated in H.R. 2697, the authorizing legislation now pending before the Subcommittee.

We have developed a preliminary research and development plan which calls for the development of standards and assessments in over two dozen fields. Each of these will lead to a certificate, and each will take about three years to develop. We intend to have the first certificates ready by the end of 1993. This plan calls for an investment of $50 million dollars for the research and development necessary to set the standards in each certification field and to build high quality assessment processes that command the trust, confidence and respect of teachers and the public, and, I might add, of the Congress. Once the research and development work is complete and the system is launched, the National Board will become self-supporting from the fees teachers will pay to stand for certification.

Thus far, we have established five standards committees. Each standards committee is charged with the development of high and rigorous standards for a specific certificate (e.g., one committee is now drafting standards for mathematics teachers who work with 14-18 year olds) and is composed of outstanding teachers and scholars from around the country in that field. We have already "competed," under the terms and conditions of the legislation before the Congress, five contract awards: two which will lead directly to certificates (for teachers of middle school age children in the fields of English and "generalist") and three which look at cross-cutting technical and substantive issues which will apply to all the certificates developed.

While we will proceed to develop the standards and assessment methodologies as rapidly as funding will allow, it is clear to us that if our nation's 2.7 million teaching force is to realize the benefits of National Board Certification this decade, it cannot become a reality without the support of the Federal government and the leveraging of private funds which federal matching funds will occasion. The legislation before the Congress calls for a commitment of up to $25 million in federal matching funds over a four year period.

The Mission of the Board

The mission of the National Board for Professional Teaching Standards is to improve student learning in American's schools. Our central goals include: setting high and rigorous standards for what experienced teachers should know and be able to do; developing credible assessments to determine whether a teacher meets those standards; and awarding National Board Certificates to those who do.

National Board Certification will be voluntary. It is designed for experienced, not beginning, teachers. It is designed to complement, not replace, current state licensing procedures. By the end of the decade we anticipate tens of thousands, perhaps hundreds of thousands, of school teachers will have applied for and achieved such status.

It is our expectation that the work of the Board will focus attention on the professional judgement and decision-making that is at the heart of teaching. It will give this nation's best teachers a new and potent reason to stay in the classroom; at the same time, it will attract more highly qualified candidates into the profession, particularly minority applicants. National Board Certification will also be supportive of teacher education and continuing professional development programs that can foster first-rate teaching. For these reasons, National Board Certification will change significantly the way teachers teach and students learn.

Assessing Excellence in Teaching

The National Board must develop and implement a comprehensive assessment system that fairly and accurately identifies elementary and secondary school teachers who meet the Board's high and rigorous standards. The assessment procedures must be professionally acceptable, publicly credible, legally defensible, administratively feasible and economically affordable. Furthermore, the assessments must go beyond paper and pencil testing. Procedures must be developed to determine not only what teachers know, but also evaluate what they are able to do. Can they translate complex material into language students understand? Can they exercise sound and principled professional judgement in the face of uncertainty, and can they act effectively on such judgements? Assessments that can recognize the complexity of teaching and reflect the diversity and pluralism of American education must reflect the fact that there is often more than one appropriate approach to convey a particular idea, concept or theory to students, and also accommodate the prospect that as the number and mix of students varies so too might a teacher's practice.

The assessment methodologies and technologies that the Board needs can not readily be taken off-the-shelf. Consequently, the Board will be breaking new ground. It is exploring the use of interactive videos, in-depth interviews, portfolios that are defended orally, simulations and on-site classroom observations along with other state-of-the-art ideas.

The Board is committed to attracting minorities to the profession and seeing current minority teachers stand for Board-certification. It will work to ensure that such teachers are well informed about the Board's expectations and processes, about how best to prepare for certification and about the steps the Board has taken and will continue to take to detect and eliminate examination bias and adverse impact. This will include establishing close working relationships with historically Black colleges and universities and other institutions that enroll large numbers of minority students. A central objective here is to ensure that no teacher declines to seek Board-certification out of a concern that the assessment process is unfair.

The Board will not be conducting its research and development activities in-house. Rather, it will direct such funds to teams of scholars and teachers following a process of public notice, open competition and merit review. Not one dollar of federal funds will be set aside for any specific university or other research institution. The Board will consult with the Fund for Improvement and Reform of Schools and Teaching Advisory Board (FIRST Board) on the design and execution of its overall research and development strategy.

The Need for Federal Investment

In order to achieve its goal of offering National Board Certification to all elementary and secondary school teachers, the Board must launch a massive research and development effort designed to accomplish in just a few years what it has taken other professions more than 50 years to do. Unlike many professions that offer a single certificate, the Board will be designing a system from scratch that offers over two dozen certificates, dramatically multiplying the weight of the task at hand. While the overall plan is dependent on the Board drawing support from many quarters, timely federal participation is vital if today's students, who are in need of dramatically improved schooling, are to benefit from National Board Certification.

The federal government is currently spending $14.5 billion annually on elementary and secondary education and this amount is likely to grow. The return on this investment is, first and foremost, dependent on the caliber of the teachers on the front lines of education. Federal support for the Board then, in the form of a modest one-time injection of funds, should pay dividends for many years to come.

Support for the research and development activities of the National Board for Professional Teaching Standards represents a singular opportunity for the Congress to exercise leadership to transform teaching into a true profession. In so doing the Congress will not just be encouraging another small change at the margin, but contributing to the creation of a new institution that will serve as a catalyst for the kind of systemic education improvement the country desperately needs.

Conclusion

With these benefits in mind, we urge the Subcommittee to include H.R. 2697, the National Board for Professional Teaching Standards Act of 1991, in its legislation to reauthorize federal higher education programs. We look forward to working with the Subcommittee as you fashion a funding bill that responds to the urgent needs of America's students.

7/16/91

PULLING TOGETHER FOR THE FUTURE

ATE

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Gloria Chernay, Executive Director

July 10, 1991

The Honorable William D. Ford
Chairman, Subcommittee on Postsecondary Education
2451 Rayburn House Office Building
Washington, DC 20515

Dear Mr. Chairman:

RE: **Reauthorization of the Higher Education Act, Title V**

The Association of Teacher Educators (ATE) submits the following statement for the record. It contains comments and recommendations on the reauthorization of the Higher Education Act, particularly in reference to Title V. The ATE represents over 4000 educators employed in over 650 colleges and universities, more than 500 school districts, and the majority of state departments of education. The fundamental purpose of ATE is to improve teacher preparation thus improving the quality of teaching and learning for children and youth.

The ATE has serious concerns regarding the Administration's proposal for Title V. While some portions of the proposal may prove to be effective, the limited resources supporting Title V would certainly not lead to an education revolution nor to success nationally in restructuring education. What it will do instead is to continue to fragment the preparation of teachers and to put various interest groups in competition with one another rather than to promote the effective use of resources to achieve common goals. For more than a decade the public has known that without complete restructuring of the American education system the nation is at risk in the global marketplace, yet little has been achieved beyond raising public awareness of this fact.

Policymakers nationwide are now ready to acknowledge that lasting change will require sustained efforts and resources well into the 21st Century. However, while policymakers are committed to improving the quality of teaching, few are concerned with the preparation of those responsible for educating teachers -- the professors of teacher preparation programs and the cadre of school-based clinical supervisors, for example. State and Federal policymakers would be short-sighted not to recognize the essential role of teacher educators themselves in bringing about desired changes in education.

The ATE speaks to the decision makers who must possess a vision of the future, who must recognize the interrelatedness of all parts of the education enterprise, and who are willing to give up mediocrity. The ATE proposes that reauthorization legislation regarding Title V address the restructuring of teacher education to include: collaborative strategies for preparing teachers and for preparing and recognizing qualified educators of teachers, recruitment of responsible persons into the

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profession, and the systematic development of alternative routes to teacher certification.

Collaboration

It is the conviction of ATE that collaborative strategies must be employed at all levels and in all facets of teacher education to effect meaningful changes in educational systems.

1. Funding should be provided for collaborative enterprises involving institutions of higher education with elementary and secondary schools. Whether identified as partnership schools or professional development schools, the intent should be to ensure collaboration among all areas so that learning occurs within the context of what teachers need to know and be able to do. Teacher education should be viewed as an institution-wide responsibility with commitments at the highest administrative levels. Characteristics of collaborative teacher preparation programs should include at least the interaction of liberal arts and teacher education faculty, the cooperation of school-based and college-based faculty, the blending of theory with practice, the alliance of researchers seeking ways to improve teaching and learning, and the professional development of both experienced teachers and teacher educators. Funds should be appropriated for research and evaluation regarding the effectiveness of collaborative efforts and for dissemination of exceptional programs and practices as well.

2. Collaboration among national associations and institutions of higher education and between national organizations and state education agencies should be supported for a variety of purposes. In addition to conducting research on teaching and learning, attention should be given to the feasibility of a national system for evaluating and certifying educators of teachers and of a system of program approval which meets the expectations of both state agencies and national accrediting bodies.

3. Collaboration with business enterprises should be fostered, but cautiously. While there is some level of public spirit and concern for public welfare among corporations, it must be remembered that in the past decade they have successfully advocated lower taxes for themselves and reduced public spending for education. Furthermore, corporate contributions are largely tax deductible, thus corporations garner tax benefits for their philanthropy meanwhile reaping praise for their civic mindedness and gaining dominance over educational policy. Despite this concern, ATE recognizes the contributions which can be made by corporations for research and development purposes, for recognition of successful programs, and for supporting scholarships and fellowships.

Recruitment

Funding should be provided for recruiting intellectually able and morally responsible teachers. Presently 81% of students planning to teach are female, 92% are white, less than 3% can instruct in a language other than English, and only 9% prefer to teach in urban or multicultural settings. By contrast, 23 of the 25 largest cities report the majority of their students are from minority populations and fewer than

10% of beginning teachers are educated in urban universities. The need for a diverse population of teachers is not merely to provide role models for young people, but more importantly, anything less makes a negative statement about our society.

The ATE proposes several recruiting activities:

1. Support teacher cadet programs and organizations such as the Future Educators of America which provide opportunities for high school students to become familiar with the teaching profession.

2. Promote the recruitment of paraprofessionals, individuals from underrepresented groups, and those who plan to teach in understaffed areas such as special education, mathematics, and science.

3. Provide incentive programs such as scholarships, forgivable loans, and tuition waivers.

4. Promote the concept of regional certification for beginning teachers to facilitate employment in more than one state..

Alternative Routes to Teacher Certification

The ATE is committed to excellence in teacher education and condemns the use of emergency-certified personnel and personnel without professional training as a dangerous practice which should be discontinued. Such practices are akin to sending a medical intern to perform open heart surgery. Permitting teachers to learn to teach by trial and error is a disservice which can have only adverse effects on the academic achievements of the children and youth. However, the ATE acknowledges the need for teachers in some underserved urban and rural districts and in such areas as science, mathematics, and special education. In cases of extreme need, ATE supports the use of alternative routes to certification but does not support the lowering of standards.

Regardless of where alternative preparation programs are located for funding purposes, the ATE proposes guidelines that would apply to mid-career teacher training for nontraditional students and to recent college graduates alike. In all, 23 statements comprise the ATE recommendations. The essential elements follow:

1. The program should include a broad spectrum of general-liberal studies that prepares graduates for lifelong learning and for citizenship in a democratic society.

2. The screening process should include examinations of basic skills and subject matter proficiency, interviews using a validated interview guide, and an analysis of an applicant's work history.

3. Prior direct experiences with children and youth should be required.

4. Experienced teachers should serve as mentors, support teachers, and coaches.

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5. Formal coursework should be limited during the school year so as not to detract from the teaching experience.

6. Professional studies should be offered in collaboration with schools of education.

7. Alternative certification programs and interns should be evaluated, and evaluations should be part of the public record.

Thank you for considering these recommendations. The ATE has been in existence for more than 70 years and carries out its work through more than two dozen committees and commissions and by 40 state and regional units. It provides professional development services to its members through annual conferences, workshops, and clinics and publishes a quarterly journal and at least two major publications each year. Current topics are Restructuring the Education of Teachers, Education and the Family, and Alternative Certification. In 1990, the ATE published the landmark 900-page *HANDBOOK OF RESEARCH ON TEACHER EDUCATION*.

If the Subcommittee wishes, a representative of the ATE will be available to discuss any portion of the written comments and recommendations. Please feel free to call on us.

Sincerely,

Gloria Chernay
Gloria Chernay

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COUNCIL OF CHIEF STATE SCHOOL OFFICERS

The Hall of the States 400 North Capitol Street, NW Washington, DC 20001-1511 • 202 [illegible] • FAX 202 [illegible]
Resource Center on Educational Equity 202 [illegible] State Education Assessment Center 202 [illegible]

PROFESSIONAL EDUCATION: IMPERATIVE FOR HIGH PERFORMING SCHOOLS

GORDON M. AMBACH, EXECUTIVE DIRECTOR
COUNCIL OF CHIEF STATE SCHOOL OFFICERS

JULY 11, 1991

HOUSE SUBCOMMITTEE ON POSTSECONDARY EDUCATION

Mr. Chairman, Members of the Subcommittee, I appreciate this opportunity to testify on behalf of the Council of Chief State School Officers in support of a comprehensive program to strengthen in-service training for teachers and administrators, enhance teacher recruitment and retention, and promote diversity in the teaching force. We urge three things: **1) Congress make a commitment to the key role of staff development in reforming schools by including a substantial teacher training component in a national education goals bill this year; 2) The program be based on the teacher training initiatives and amendments to Title V of the Higher Education Act contained in H.R. 5932 which had bipartisan support and passed the House at the end of the 101st Congress; and 3) Any additional changes in Titles IV or V of the Higher Education Act made during the reauthorization process be consistent with the professional development provisions of this goals bill.**

Staff development is essential to improve teaching and learning in our nation's classrooms. Restructuring of business, health services, and the military has occurred only where personnel have been trained extensively and continuously to change the way they work. Restructuring requires personnel to work "smarter". One cannot work smart with yesterday's or last year's methods or equipment. Workers must keep current and that requires substantial continuing investment in their training. Such an investment must be made in education.

The strategy for education reform to achieve national education goals must put highest value on staff development, both pre-service and on-the-job. Teacher training was at the heart of the National Defense Education Act in 1958. The Elementary and Secondary Education Act of 1965 emphasized professional development to complement and support the direct service programs like Title I Compensatory Education. Teacher training continues to be a vital direction of federal programming in statutes such as Chapter 2, the Dwight D. Eisenhower program for mathematics and science, and the Higher Education Act. However, the current programs are too fragmented and funds too far below the need, to change education practice systemically.

Federal actions are also needed to help increase the numbers of minorities qualified for and serving in elementary and secondary teaching, as stated in the 1989 recommendations for federal action by the Federal Education Organization Leaders (FEOL) Task Force on Minority Teachers (attached). Actions must address the decline in the numbers and proportion of minority teachers during a time when the proportion of minority students, especially those at risk, is steadily increasing.

As the Council has stated before the Elementary and Secondary Education Subcommittee, the Congress and the President have a unique opportunity to cast a new direction for federal programs by acting on a comprehensive national education goals act with a major staff development and recruitment component. The components of a national goals act, including staff development, are in many respects already available to Congress. The task is to craft them into a single strategy. To assist in this process and elaborate on our statement, I submit with my testimony a legislative design for America 21 (attached).

Last year you and other members the full Committee worked very hard in a strong bi-partisan fashion to develop a national education goals bill, H.R. 5932, the Excellence and Equity in Education Act of 1990. In October it passed the House not only once but twice. Unfortunately, it was snagged in the Senate on procedural grounds in the very last minutes of the session.

The Council supports passage of last session's H.R. 5932 teacher training initiatives along with expansion of key provisions in Title V of the Higher Education Act in a comprehensive and integrated framework designed to achieve national education goals. If H.R. 5932 had passed, you would now have in place a program of over $350 million dollars for teacher recruitment and training including $225 million for in-service professional development academies and $70 million for a National Teacher Corps. You still have the opportunity to advance this program of professional development linked to educational R & D, start-up and replication of high performance schools, and the expansion of learning technologies at the school and university site.

Professional development provisions should be coordinated and connected directly with comprehensive state and local initiatives to reform schools. Training funds should be used in accordance with long range state and local education agency plans.

The lessons of federal, state, and privately-supported efforts over the past 25 years indicate piecemeal programs addressing components of the system do not result in systemic change. When teacher and administrator development is done through one jurisdiction, R&D through another, learning technologies through yet another – these separate efforts, which may result in isolated positive results, do not add up to systemic change. When federal programs are administered sometimes through the states and sometimes directly from the Department of Education to LEAs and institutions of higher education, there is no cohesive or multiplier impact from the federal expenditures.

Federal funds for change of elementary and secondary education (6% of total expenses) must be linked with state education funds and local education funds if leverage for change is to occur. This requires administration of federal programs through state and local education agencies under federally-approved plans.

The Council supports an integrated program which includes professional development and is funded at $1 billion, for creating high performance schools. The appropriation for program components should be a single line item with funds available to the states and local education agencies for start up of high performance schools, teacher and school leader development and use of learning technologies.

A minimum of fifty percent of the funding should be used for staff development under the state plan. Professional development should be joined with support for learning technologies so that a state plan and program and local projects would not be approvable without explicit commitments to incorporate use of staff training funds in the development of high performance schools.

Professional development academies should be established through consortia of LEAs and IHEs and funded through state education agency authority as provided for in H.R. 5932. SEA authority, rather than governor authority as proposed in America 2000, will assure maximum coordination of federal, state and local in-service programs.

In order to foster maximum schoolwide coordination and reform, the academies should be crafted to serve both teachers and administrators at one location as in H.R. 5932 rather than establishing separate academies as proposed by America 2000. The Council supports coordination with LEAD Technical Assistance Centers located in each state as provided for by H.R. 2495 and H.R. 5932 provisions. The steady federal match of 75% provided for in H.R. 5932 should be adopted rather than the declining federal investment proposed by America 2000 and H.R. 2495.

Professional development academies using funds for pre-service education should take place at a school site and be coordinated with teacher induction programs funded under National Teacher Corps provisions.

In addition to the major program of in-service staff development described above, the Council supports the following initiatives in teacher recruitment and recognition:

National Teacher Corps. A National Teacher Corps should be established as proposed in H.R. 5932 in order to attract highly qualified individuals to teaching and help meet the needs of states with teacher shortages.

Eisenhower Math and Science Teacher Training. An additional $50 million in funding for the Eisenhower program as authorized by Title IV of S. 2 should be provided. America 21 would amend the Eisenhower program to require that use of funds be linked to state and local high performance school plans.

Teacher Recognition. A $5 million teacher awards program for excellence in education as provided for in H.R. 5932 should be established to provide the state education agency recognition and financial rewards to teachers in every State who meet the highest standards of excellence.

Christa McAuliffe Teacher Fellowship Program. The current Title V McAuliffe program should be revamped and funded at a level of $27 million as provided for in S. 329 to create needed opportunities for accomplished teachers to expand and upgrade their professional skills and work with other teachers and school districts to improve in-service training, staff development and student achievement. America 21 would amend the McAuliffe program to require linkage in use of those funds to state and local high performance school plans.

Once again, Mr. Chairman, I appreciate this opportunity to present our Council's recommendations for teacher training legislation. Attached to my statement are the Council's statement of June 27 before the Elementary, Secondary and Vocational Education Subcommittee on America 2000, our legislative recommendations for teacher training components of a national goals bill, and amendments to Title V of the Higher Education Act. Thank you.

Attachment 3

COUNCIL OF CHIEF STATE SCHOOL OFFICERS

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Resource Center on Educational Equity 202/393-8159 State Education Assessment Center 202/624-7700

"ACHIEVING NATIONAL EDUCATION GOALS"

STATEMENT OF GORDON M. AMBACH, EXECUTIVE DIRECTOR, CCSSO
BEFORE THE SUBCOMMITTEE ON
ELEMENTARY, SECONDARY & VOCATIONAL EDUCATION
COMMITTEE ON EDUCATION AND LABOR
JUNE 27, 1991

Mr. Chairman and members of the Subcommittee: the Congress and the President have a unique opportunity to cast a new direction for Federal programs which is necessary to reshape the education of American students for the 21st Century. The context is right and the elements can be combined in Federal legislation which would be as significant in 1991 for the improvement of American education as was enactment of the National Defense Education Act of 1958 and enactment of the Elementary and Secondary Education Act of 1965.

Last year the members of this Subcommittee and the full Committee worked very hard in a strong, bi-partisan fashion to develop a national education goals bill, H.R. 5932, the Excellence and Equity in Education Act of 1990. In October it passed the House, not only once but twice. Unfortunately, it was snagged in the Senate on procedural grounds in the very last minutes of the session. If H.R. 5932 had passed, you would now have in place an endorsement of the goals and Federal policies to achieve the goals; the adult literacy program; a major professional development program; a merit schools program built on Chapter 1; alternative certification of teachers; a flexibility demonstration; a demonstration of use of choice in the public schools; and other activities designed to provide the Federal component for implementing national goals. It is a shame the act did not pass last year to enable the nation to implement the program rather than recrafting the legislation.

National activity now focuses on progress reports on the national goals for education. The new Council on Standards and Testing began its work just Monday. The activity centers on stating the goals, measuring progress on the goals and reporting on them, but Federal action to assist states and localities to actually achieve the goals is at ground zero.

Since last November, we have been urging the Congress to take the national goals bill as a matter of first importance in 1991. Congress has delayed action pending receipt of Administration proposals. You have them, and I urge the Congress, as rapidly as possible, take this one major opportunity you will have in 1991 and 1992 to act on improvement of elementary and secondary education with a comprehensive and coherent national education goals act.

The components of such an act are in many respects already available to you. The task is to craft them into a single strategy. To assist in this process we have recommended a legislative design for America 21. It starts with key provisions of H.R. 5932 and S.2, Strengthening Education for American Families Act, currently reported out of the Senate Committee on Labor and Human Resources and being considered together with the proposals of America 2000. In the outline and summary attached to my statement, we have summarized the major topics of the act and, by reference to certain bills before the House of Representatives and the Senate, recommended a way in which the best elements of these several bills may be drawn together in a Federal strategy for supporting the change needed to achieve a complete system of high performance schools for this country.

Our proposal includes many components already reviewed and approved by the Subcommittee and the House. I will not dwell on those in the brief time available this morning. Rather, I would like to focus on the central question of how Federal programs are directed to achieve goals 2, 3, and 4. The Administration's program, America 2000, advances important concepts and proposals toward this objective, but the proposal is not complete and is deeply flawed in certain ways. I applaud the Administration for the proposal and suggest ways in which the recommendations of America 2000 can be incorporated into a broader strategy for change through America 21.

Permit me, therefore, to call your attention to the outline of America 21 and the items under the proposed Title III, *Creating High Performance Schools for the Nation*. As we look at the components of this proposal, keep in mind that the recommendations here do not encompass the entire Federal effort needed to achieve goals 2, 3, and 4. As recognized in both H.R. 5932 and S.2, policies of the Federal government must assure all children eligible for Chapter 1 are provided services, assure the initial intentions of the Federal proportion of support for children with handicapping conditions are met, and provide for expansion of specific efforts to strengthen learning in mathematics and science already authorized in Federal statute. These are essential to achieving a 90% graduation rate and high performance in achievement in several subjects, including mathematics and science. There is an additional need for a major Federal initiative and commitment of resources focused on more comprehensive restructuring or systemic change. We recommend this under Title III.

Agreement on national education goals has come with great speed and with the sense of need for national consensus on action to achieve them. Agreement on strategies for implementation, and, particularly, the specific Federal role in eduction, has been much more difficult. To achieve national goals requires that the major types of Federal intervention -- support for student access and equal opportunity; support for research, development and demonstration of innovative programs; support of staff development; and support for materials and learning technologies -- are used to the fullest extent. The new Federal effort must be built around coordinated use of Federally-funded activities connected directly with state and local initiatives to reform schools. The funds must be used in accordance with comprehensive, long range state and local plans.

If Federal programs are to be a driving force for large scale education system change, four concepts which have been well established in restructuring of business, military and other services, must be applied.

1. There must be a thorough design of strategies by those responsible for education performance which integrate actions to move step-by-step from the present to desired high performance schools. This design work must be done by the authorities who control the resources of the education systems with assistance of the best expert advice available. The parts of system change -- R&D, staff development, technological change, implementation and assessment -- must be aligned through an integrated change strategy.

   The lessons of Federal, State, and privately supported efforts over the past 25 years indicate piecemeal programs addressing components of the system do not result in systemic change. When R&D is done through one jurisdiction, staff development through another, learning technologies through yet another -- these separate efforts, which may result in isolated positive results, do not add up to systemic change. When Federal programs are administered sometimes through the states and sometimes directly from the Department of Education to LEAs, there is no cohesive or multiplier impact from the Federal expenditures.

   Federal funds for change of elementary and secondary education (6% of total expenses) must be linked with state education funds and local education funds if leverage for change is to occur. This requires administration of Federal programs through State and local education agencies under Federally approved plans.

2. Programs to support education research and development and to establish new high performance schools must be reshaped into a strategy for developing an entire system of high performing schools. Some comments about the Administration's proposals for R&D and new schools is in order to lead to our recommendation.

We commend the America 2000 program for business community and business leader funding of education R&D. The effort to provide R&D for comprehensive school change is particularly welcome. There are, however, two enormous gaps in the Administration's program: first, this privately supported R&D program is not directly connected with the institutions that operate schools, state education agencies (SEAs) and local education agencies (LEAs). Second, the effort is not linked with any increase in Federally funded R&D or with the administration and use of current Federally funded R&D.

We cannot comprehend why the Administration banks solely on a privately funded and managed effort of research as the centerpiece of its design for change for the most important function of government -- education. Private enterprise may help, but it is not sound to expect education R&D should be assigned to the private sector any more than the nation would assign R&D for health, security, transportation, or other services to private enterprise. Furthermore, R&D for education has long been considered a major function of the Federal government. Has the Administration given up on the Department's capacity to provide leadership in education R&D?

We welcome privately funded R&D, but if it is intended to help change a large and complex public enterprise, it must be linked directly with that public enterprise. We urge the Congress to establish within DOE a major R&D institute, with counterparts incorporated in the states, which has the mission of R&D on comprehensive school change and works at real systemic state and local problems and solutions. Private contributions to this institute for education R&D should be encouraged and incorporated in a total program of the institute to be both privately and publicly supported. Indeed, private contributions should be considered an incentive to expand Federal funding for R&D through a matching program. Each private dollar should generate an additional matched Federal dollar for R&D. This would double the effect of private effort envisioned in America 2000 and could lead to support on the order of $400 million. By linking the institute program directly to state and local R&D, a multiplier effect in doing the research and using it to change school practice is attained.

The authorization of the new research and development institute within the United States Department of Education and a separate authorization for the appropriation would be included in Part A of Title III.

We need to be reminded of the magnitude of reforming American education, a system with 110,000 schools and $230 billion of expenditures. Schools must change one by one, but they cannot be reformed unless local and state systems provide the leadership, assistance and support for reform. The entire system cannot be reformed unless there is a structured pattern to connect R&D with start up money for demonstration schools and, then, connect the results of demonstration schools with all other schools. There must be a plan for effective multiplier effects from early models to universal practice. The task may start with 500 schools, but we cannot start sensibly unless we know how the start leads to multiplication rapidly reaching 1,000 and 10,000 and tens of thousands of schools in this decade.

We believe it is imperative to concentrate Federal funds on a "change" strategy which links the Federal effort with state and local plans for change to high performance. Even if all the Federal education programs were aligned in such an effort, the total Federal leverage in the system would be around six percent of expenses. Federal funds which would be added by this program must connect with other Federal funds and must be used to leverage state and local funding for change.

We must also take note that local school districts and states have extensive programs and projects for reform. The Federal effort must have flexibility to nurture and strengthen those reforms and, above all, must reinforce cohesive and systemic reforms rather than a further splintering of energies and approaches.

The core program for creating high performance schools is authorized in Title III, Parts B, C, and D. The appropriation for these programs would be a single line item with funds available to the states and local education agencies for the three purposes. Minimums for allocation for professional development and instructional technology would be required with flexibility for the overall allocation of funding according to a state plan. The state plan would specify the long term strategy of the state to establish a system of high performance schools using the Federal resources for research and development, start up demonstration grants, professional development and learning technology.

Part B should be linked together with the R&D program in Part A so that a state plan and program and local projects would not be approvable unless there were explicit commitments to incorporate R&D findings in the development of high performance schools. Similarly, Part B would be joined with the Federal programs of staff development so that a state plan and program and local projects would not be approvable unless there were explicit commitments to incorporate use of staff training funds in the development of high performance schools.

To start up or transform an existent school to be a high performance schools requires an expenditure beyond regular operating costs. This enables planning, design, building consensus on new direction, purchasing new materials or equipment, restructuring facilities and establishing new ways of operation for schools and school districts. There must be start up funds to leverage change, and they may be needed during a one year period or perhaps over several years for a school. Federal funds for this purpose should be allocated to the states on a formula based on Chapter 1 funding, with a focus on creating high performance schools with priority to serve Chapter 1-eligible students. These funds would be used over the decade to establish an increasing number of high performance schools through a program directly linked with professional development and an emphasis on incorporation of learning technologies.

Federal funds for high performance schools would be administered by state education agencies which would be encouraged to increase the number of high performance schools as rapidly as possible. This could be done by establishing this program initially for a period of five years with fund allocations established for each of the years. A state which is able to accelerate implementation toward complete system reform could do so under an approved plan and be assisted by advanced Federal funds credited against the state's future allocations. No state could receive more than a total of its five year allocation. This provision would stimulate system planning and enable those states making good progress to reach their goals earlier.

The aggregate program under Parts B, C, and D would be authorized at one billion dollars, an amount which is in line with the addition of the several parts of America 2000, H.R. 5932 and S.2 on which it is based. The authorization must be of that size to assure comprehensiveness of strategy and success.

3. Restructuring of business and the military has occurred only where personnel have been trained extensively and continuously to change the way they work. Restructuring requires personnel to work "smarter." It does little good to work smart with yesterday's or last year's methods, practices or equipment; workers must keep current, which means substantial continuing investment in training.

   The change strategy to achieve national education goals must put highest value on staff development, both pre-service and on-the-job. Teacher training was at the heart of NDEA. It has been a part of Federal programming in various Acts, such as the Higher Education Act. But funds for this purpose are far below the need if education practice is to be changed systemically. H.R.5932, Title IV, includes programs for both pre-service and on-the-job professional development in a way which aligns the staff development projects with the other components of system change through state plans and administration. These provisions were passed by the House last year and agreed to by the Administration and Senate leadership. They would be in law now were it not for the procedural block in the Senate last October. We urge those provisions be authorized as Title III, Part C, of America 21 and recommend one half of all funds for Parts B, C and D be committed to staff development.

4. The driving force for restructuring business, military, and other services has been technological change. The impact of developments in computation, automation, robotics, and telecommunications in enterprises other than schools is abundant. Yet, learning technologies are at the margin in most of education. They will stay there unless strategies for change incorporate requirements for use of learning technology at the core of education restructuring. Separate categorical programs for learning technology will not change the system. Use of learning technologies must be required in use of start up funds for high performance schools and in staff development programs. Our recommendation for Part D requires not less than 10% of funds for Parts B, C and D for this purpose. This makes learning technology integral to the other activities.

These four concepts are essential to a strategy for change to a system of high performance schools. We hope you agree and, together with colleagues in the Senate, build this part of the national goals bill around them. We recommend also two other parts of this title -- Part E, Flexibility for Educational Performance, and Part F, Demonstrations of Educational Opportunity and Options for Parents and Students. We have supported earlier versions of "flexibility" and will support H.R. 839 if it includes state agency sign-off on local performance agreements; provisions of funds to state education agencies for required technical assistance; and reimbursement for the costs of those states which participate in the review of regulatory burden.

I will comment more about the "choice" demonstration program and other proposals for "choice" later. Before leaving the proposals for high performance schools and America 2000, I must draw out a fundamental issue of education governance imbedded in the Administration's program. The Administration proposes a radical change in governance of Federal education programs by reassigning responsibility from state and local education agencies to Governors. America 2000 assigns Governors direct control and administrative responsibilities for the selection of new American schools, designation of merit schools, selection of professional development academies for teachers and professional development academies for administrators, awards to teachers, and approval of the Chapter 2 program. The proposal does so without one word of explanation or rationale as to why such a change would better achieve the educational objectives of the program.

If there are good reasons for the change, let the Administration advance them for open debate. We urge that the America 21 program presented here, including any parts of America 2000 as you might incorporate, be administered by state and local education agencies and not by Governors for these reasons:

1) Administration of America 21 programs would be linked, thereby, with existent state and local education authority for state and local funds. It is critical to use Federal funding (6% total expenses) for leveraging state and local funds.

2) Administration of America 21 programs would be linked to the administration of other Federal education programs under SEAs, such as Chapter 1, ESEA, Chapter 2 ESEA, vocational education, Education of All Handicapped Children Act, etc. This is critical for gaining maximum leverage from Federal funds and authority.

3) Administrative assignment of education responsibility to the Governors would supersede established state authority for education now placed with state education agencies. A Governor's authority on education decision-making in any state is established by law within that state, either in the form of the power to appoint a state board of education, appoint a state chief, or through other specific authority. In this manner, states have granted Governors' influence in education decision-making. If a state desires to grant greater powers to the Governor, it should do so, not the Federal government. The role of the Governor in education should be determined by state, not Federal, law.

4) Authority of SEAs to administer Federal education programs is part of the longstanding United States' tradition of assuring that education of children and adults is non-partisan. State structures of education have been established with state boards of education and chief state school officers independent of other functions of government to guarantee education of children and adults transcends partisan politics.

   At the local level, our nation has developed a longstanding approach to school governance with non-partisan local school boards and assignment of authority to school boards and superintendents apart from units of general local and municipal government. One trend in public policy today is to add further non-partisan structure for leadership of education through establishing local school or school site councils which decentralize decision-making to the school level and provide for governance of schools with every expectation such control will be non-partisan.

   Federal legislation must not bypass state determination and overturn important Federal principles in education where non-partisan approaches have two centuries of standing. Federal programs have been and will continue to be run effectively by non-partisan state and local education agencies. That same structure and system of governance will serve the nation well for creating new schools, operating professional development academies, rewarding teachers, and other purposes.

May I return now to the issue of parent and student option demonstrations. We recommend that the provision for demonstration programs of parent involvement and choice in enrollment, as incorporated in H.R. 5932 of 1990, be included in the comprehensive America 21 program. The House approved these provisions. The Administration and Senate leadership agreed to them, and they form an appropriate authorization for testing or demonstrating the use of Federal funds for "choice," much in the same way Federal funds were used in the 60's and 70's in demonstrations of alternative schools, such as the Alum Rock School District program.

Through demonstration efforts, it is possible to test the feasibility and desirability of various forms of choice, including the payment of public funds for the support of education of children in private schools if the Congress believes that is needed. Through such demonstrations, it is possible to cause court tests, if that is the intention of the Congress or the Administration. It is a vehicle through which the Administration might choose to test a concept advanced in America 2000 which deems private schools eligible for "choice" (except where the courts find a Constitutional bar) by including them in a new definition of "public school." America 2000 states, "The definition of 'public school' should be broadened to mean any school that serves the public and is held accountable by a public authority." (p. 31).

We oppose the commitment of a large scale Federal program of certificates for choice or of the significant alteration of Chapter 1 and 2, programs which already provide services for children in non-public schools. These proposals are not sound. The energy and resources proposed for them should be redirected into the central thrust of a restructuring program which provides research and development, demonstration funds, staff training and learning technologies to develop high performance schools.

Mr. Chairman and members of the Subcommittee, thank you for the opportunity to comment on these essential issues before you. We hope an America 21 Act will be realized in 1991, and we will help in any way to make that happen. Thank you.

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America 21
Achieving National Goals for Education
June 27, 1991

Title I–Establishes National Education Goals–Codifies six goals; adds goals for higher education and teacher quality; and sets policies for federal programs related to goals (H.R. 5932, S.2).

Title II–Goal 1. Readiness–Provisions to assure and improve early childhood education services through Head Start and other programs (S. 911).

Title III–Goals 2, 3, 4 and 7: School completion, student achievement and competitiveness in mathematics and science–Creating High Performance Schools for the Nation.

Part A–Research and Development for High Performance Schools–Builds on America 2000 proposal by authorizing public and private education R & D effort to provide $400 million over three year program under leadership of new Institute for Education Research in USDOE.

Part B–Creating High Performance Schools–Start up grants to create high performance schools. Combines concepts from S. 2, Education USA (S. 1135, H.R. 1669;), and America 2000 (H.R. 2460, S. 1141) to create high performance school projects and build state-by-state systems of such schools. Combined appropriations for Part B, C, and D. Funds used under state plan for Parts A, B, C, and D.

Part C–Teacher and School Leader Development–Professional development academies (receiving a minimum of 50% of funds under high performance schools appropriation) to establish and sustain high performance schools; creates a national teacher corps, expends Eisenhower and McAuliffe programs and establishes a teacher recognition program. (Builds on H.R. 5932 of 1990, S. 329, H.R. 2495, H.R. 2460, and S. 1141).

Part D–Learning Technologies–Supports learning technology as essential part of high performance schools (not less than 10% of high performance schools' appropriation) and expands Star Schools (S. 2).

Part E–Flexibility for Better Educational Results– Demonstrations of flexibility with federal programs based on H.R. 859.

Part F–Student and Parent Opportunities and Options–Demonstration projects based on H.R. 5932 of 1990.

Title IV–Goal 5: Adult Literacy and Economic Productivity–Adult literacy proposals of S. 2. and H.R. 751. Other key provisions for youth and adult employment preparation, including youth apprenticeships, to be added.

Title V–Goal 6: Safe, Drug-Free Schools–Authorization of comprehensive services program of H.R. 812, S. 1133 and potential revisions of Drug-Free Schools.

Title VI–Goal 8: Access to Postsecondary Education–Authorizes ACCESS program of S. 1134. Student aid application simplification of S. 1137 and other provisions to be included in HEA reauthorization.

Title VII–Goals 1-8: Assessing Student Performance and Monitoring the Goals–S. 2 Title II establishing goals monitoring panel. Establishes National Board for Student Assessment.

AMERICA 21
ACHIEVING THE NATIONAL EDUCATION GOALS: A FRAMEWORK FOR LEGISLATION

June 27, 1991

The foundation for "America 21" is H.R. 5932, S. 2, and other bills structured to relate Federal programs to achievement of the goals. The bill must be comprehensive to address all goals and it must provide a streamlined, coordinated use of federal resources targeted to program strategies for changing the education system on a large scale basis. The bill should contain the following titles directed to achieve the national goals:

Title I. Establishing National Education Goals. This title should codify the six national goals, add two important goals for higher education and teacher quality, and link each goal to the federal programs key to its achievement through policy statements committing resources to those programs. (H.R. 5932 and S. 2, Title I.)

Title II. Goal 1: Readiness. S. 911, the School Readiness/Head Start Entitlement Act, should be included as Title II. S. 911 makes Head Start an entitlement and expands vital health and social services for preschool children and their parents.

To assure that every economically disadvantaged three- and four-year-old child has access to early childhood education and development requires expansion of Head Start linked with other federal, state and local efforts. The objective is service for all eligible children, but all eligible children do not have to be served by Head Start dollars. The combination of programs should meet the objective.

Head Start dollars are allocated based on each state's proportionate share of eligible children. These funds should be used in a state plan which leads to service for all children entitled to such service. When all disadvantaged three- and four-year-old children are served, whether through Head Start or some combination of Head Start, Even Start, Chapter 1, and state and local initiatives, states should be authorized to use additional Head Start allocations to upgrade the quality of services, initiate programs for parents and children younger than three years, and/or to extend services of a "follow through" nature to Head Start eligible children in the early grades of school. This provision would encourage states and localities to expand their own initiatives for three- and four-year-old children and to reach the objective of full service to eligible children more rapidly with fairness in allocation of funds among states. States would be permitted to exercise this option by submission and approval of a joint plan by the state education agency and the state agency primarily responsible for children age 0-5 by the Secretary of HHS.

Title III. Goals 2, 3, 4, and 7: School Completion, Student Achievement, and Competitiveness in Mathematics and Science. The goals of increasing graduation rates, improving student performance, and attaining world preeminence in mathematics and science are inseparable. Achieving these goals depends on large scale system change in education through an integrated program of research and development, high performance school demonstrations, teacher and school leader training, and use of learning technologies.

Title III of America 21 should include these components with requirements for the components to be planned and used together according to state and local plans. The title should be structured as follows:

Part A – R & D for High Performance Schools. Creation of a system of high performance schools must be based on research and development supported by both public and private sources. The R & D effort should be led through an R & D Institute within the U.S. Department of Education which administers a program to solve systemic state and local education problems. The Institute should be authorized at $200 million over 3 years, with provisions for the federal funds to be used on a match, dollar for dollar, with contributions from the private sector for the Institute. This would double the effect of the private funding and lead to support of up to $400 million for educational R & D.

The Institute would support R & D in national centers and for states or consortia of states on high performance schools. The Institute's work would be linked to state and local development of high performance schools. State plans and local projects for high performance schools under Part B would be required to include explicit commitment to use the R & D studies and findings in their projects.

Single State Plan for Parts B, C, and D. Parts B, C, and D below to authorize and provide funds for states to establish high performance schools, recruit and provide new professional development opportunities for teachers and school leaders, and use learning technologies are connected through the submission and approval of a single state plan for allocation and use of the funds among the three activities and integration of the program components.

Part B – Creating High Performance Schools. To start up or transform an existing school to be a high performance school requires an expenditure beyond operating costs for planning, design, building consensus on a new direction and establishment of new ways of operation for schools and school districts. These funds to leverage change may be needed in a one year period or perhaps for several years for any school. Part B provides such funding.

Part B is built on key concepts contained in Model Schools of Excellence (Title IV of S. 2), Education USA (H.R. 1669 and S. 1135), and the Administration's New American Schools (H.R. 2460 and S. 1141). The funding is targeted on those schools most affected by poverty and low performance. Funds would be used to create high performance schools for children in those conditions, although overall state and local plans for systemwide high performance schools would not be limited to such schools. Funds for projects would be awarded on the basis of the merit and potential of local project applications. High performance school projects would be judged on the merit of their identification of measurable goals related to the national goals to be achieved through the school, the focus on schoolwide improvement based on sound R & D, use of learning technology and staff development, community involvement in the improvement plan, and performance-based evaluation with continued support based on high performance. Program specifications follow:

- The total authorization for Part B, Establishing High Performance Schools, Part C, Teacher and School Leader Development and Part D, Learning Technology, should be $1 billion.

- Each state would receive an allocation by formula based on its allocation of Chapter 1 funds (basic and concentration grants).

- Each state desiring to participate in the program must submit an application by the state education agency, including a state plan developed in consultation with a state advisory committee which includes education experts and representatives of the governor, the state legislature, higher education, business, and labor.

- The state plan must include a description of the allocation of funds among Parts B, C, and D; how high performance schools will be selected; how the state will assure R & D results will be implemented in high performance school projects; how teacher/school leader development programs funded under Part C will be connected to high performance school projects; the criteria related to the national education goals used to evaluate progress of high performance schools and determine continuing funding; the connections between state and local programs for high performance schools and this Act; the coordination among use of funds under this Act with Chapter 1 and other federal programs; and the creation of a complete state system of high performance schools and the steps to be taken to build on creation of the first schools, equal in number at least to the number of Congressional districts plus two, to a steady increase toward 100% through the decade.

- **Each state education agency in the first year would distribute 85% of its allocation on a competitive basis to LEAs or consortium of LEAs based on their applications. In the second year and thereafter, 90% would be so distributed. No less than half of the in-state allocation must be used for Professional Development Academies under Part C, and no less than 10% of the in-state allocation must be used for learning technologies in high performance schools (Part D).**

- **The SEA must make competitive awards to at least as many high performance schools projects as the number of Congressional districts in the state plus two. Awards of Federal Part B funds could be made to LEAs for use only in schools serving Chapter 1 students. All LEAs and schools in the state would be included in the long term state systemwide plan for high performance schools, but Federal funds under this Act would be targeted toward schools serving Chapter 1 students.**

- **In the first year of the program, funds allotted for statewide activity under the state education agency would be used as follows: up to 5% would be used to design the statewide plan for high performance schools and the strategy to achieve the plan; no less than 8% would be used to provide assistance to local education agencies on use of R & D findings and preparation of local plans and applications for the programs; nor more than 2% would be used to administer the programs under Parts B, C, and D.**

- **In the second and subsequent years of the program, funds allocated for statewide use for the state education agency would be used as follows: not less than 8% for technical assistance and build out of the state design for a system of high performing schools; not more than 2% for Administration.**

Part C – Teacher and School Leader Development.

- **Professional Development Academies.** In-service training is key to preparing teachers and administrators for changing learning and teaching in our nation's schools. Professional Development Academies established through consortia of LEAs and IHEs should be authorized as in H.R. 5932. In order to foster maximum schoolwide coordination and reform, the academies should be crafted to serve both teachers and administrators at one location rather than the establishment of separate academies as proposed by America 2000. The steady federal match of 75% provided for in H.R. 5932 should be adopted rather than declining federal investment proposed by America 2000. Other teacher programs to be established with additional targeted funding would include items from H.R. 2495.

- **National Teacher Corps.** A National Teacher Corps funded at $70 million would be established as proposed in H.R. 5932. The program should provide grants to attract highly qualified individuals to teaching and help meet the needs of states with teacher shortages.

- **Eisenhower Math and Science Teacher Training.** An additional $50 million in funding for the Eisenhower program as authorized by Title IV of S. 2 should be provided. The Eisenhower program would be amended to require that use of funds be linked to state and local high performance school plans.

- **Christa McAuliffe Teacher Fellowship Program.** The current McAuliffe program should be revamped and funded at a level of $27 million as provided for in S. 329 to create needed opportunities for accomplished teachers to expand and upgrade their professional skills and work with other teachers and school districts to improve in-service training, staff development and student achievement. The McAuliffe program would be amended to require linkage in use of those funds to state and local high performance school plans.

- **Teacher Recognition.** A $5 million teachers awards program for excellence in education as provided for in H.R. 5932 should be established in each state to provide recognition and financial rewards to teachers who meet the highest standards of excellence.

Part D – Learning Technologies. Learning technologies would be supported by the 10% of the in-state allocation to high performance schools under Part B. The state plan for high performance schools, including use of funds under Parts B, C, and D would include a description of how learning technologies will be expanded to 100% of schools over a six-year period. In those states participating in Star Schools, the plan should also describe how the program will serve high performance schools. In addition, the increased authorization for the Star Schools program in Title IV of S. 2 should be adopted.

Part E – Flexibility for Educational Performance. Demonstration projects are needed to test the impact of combining various Federal programs and gaining relief from regulations. This part should incorporate the provisions of H.R. 859, introduced by Congressman Goodling and based on the provisions for educational performance agreements contained in H.R. 5932 of 1990. H.R. 859 should be amended to provide state agency sign-off on local performance agreements; provision of funds to the state education agencies for technical assistance; and reimbursement for the cost to those states participating in the review of regulatory burden.

Part F – Educational Opportunity and Options for Parents and Students. Title VI Part E of H.R. 5932 should be included to provide for demonstrations of state or local policies for open enrollment among public school programs, parent involvement programs, and improved methods to involve business and communities in public education.

Applications would be required to assure that any project assisted will not discriminate based on race, religion, color, national origin, sex, handicap, or impede the progress of desegregation. Funding should not exceed the $30 million authorization of H.R. 5932.

Title IV. Goal 5: Adult Literacy and Economic Productivity. The national literacy initiative authorized by H.R. 751 and Title III of S. 2 would become Title IV of America 21. The provisions should be modified to assure the programs are well coordinated with state adult learning programs and that consortia of LEAs are eligible to operate Even Start projects. Additional legislation designed to strengthen preparation for and retraining for employment of both youth and adults should be made part of Title IV. The legislation should place emphasis on the combination of training at the school and workplace.

Title V. Goal 6: Safe, Drug-Free Schools. Student performance is affected substantially by the quality of the school environment and the availability of comprehensive services supporting good health, and family social and economic strength. Impoverished children and youth must have coordinated education and community services. The provisions of H.R. 812 and S. 1133 for comprehensive services for children and youth, should be incorporated as Title V of America 21. The provisions should include demonstrations of the waiver provisions of the Administration's America 2000 flexibility proposal. The program should be administered by state education agencies and assure that LEAs are the lead local agencies.

Provisions of the Drug-Free Schools and Communities Act would be referenced under this title. These are currently under consideration by the Committee.

Title VI. Goal 8: Access to Postsecondary Education. Federal programs and strategies to achieve Goal 8 will be contained primarily in the Higher Education Act reauthorization. The reauthorization should include provision for Pell Grants to be made an entitlement. The provisions of S. 1135, the Student Aid Simplification Act to streamline the needs analysis for student financial aid should be adopted.

The provisions for America's Commitment to College Education and Success for All Students (the ACCESS program, S. 1134) should be included in Title VI of America 21. This program establishes early intervention programs for 6th to 8th graders and awards scholarships to disadvantaged students as incentives for postsecondary study. S. 1134 should be modified as follows:

- The eligible recipients for funds to establish or expand early intervention programs should be LEAs, not individual schools. Local education agencies are the fiscal agents for schools. Operating the program through LEAs can leverage district-wide replication and expansion of successful projects. SEAs should not administer the program to individual schools.

- The formula for distributing funds for early intervention programs to SEAs should be each state's relative share of Chapter 1. This formula best targets funds on the students in need of ACCESS and is a well-established means for distribution.

Title VII: Assessing Student Performance and Monitoring Goals. The provisions of S. 2, Title II to establish a panel to monitor progress on the national goals is included. Continuation and expansion of authority for the NAEP State-by-State Trial Assessment should also be included.

Major issues of establishing standards and procedures for nationwide assessment--both program assessment by sampling and individual examinations-- must be addressed through Federal action. A National Board for Student Assessment as recommended by CCSSO (testimony, March 7, 1991) should be established to set the directions for a nationwide assessment system with the appropriate components of program assessment and an individual examinations system based on the same standards to be established through the Board.

COLUMBIA UNIVERSITY
IN THE CITY OF NEW YORK

The University Senate

To: House Subcommittee on Postsecondary Education

From: Jack Hidary, University Senator, Columbia University
Coordinator, Task Force on Teaching

Date: July 25, 1991

Subject: Teacher Development and Training in Higher Education

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Introduction

I would like to express my thoughts concerning the reauthorization of the Higher Education Act of 1965 with regard to the training and development of teachers in higher education. While the current act addresses the development of primary and secondary teachers (Title V), it does not deal directly with the critical need to train the teaching assistants and faculty of our colleges and universities.

For too long, many have assumed that simply holding a PhD or other advanced degree was sufficient to be a successful college teacher. A glance at the course evaluations of any university will show that this is far from the case. While some people are natural communicators, every faculty person could benefit greatly from formal training programs and teaching resource centers, especially in their initial teaching experiences as a graduate student.

As you know, many graduate students must assist a senior faculty member or accept a full teaching position in order to support themselves through graduate school. At many of our larger universities, graduate students often teach solo; undergraduates at these institutions hardly see a full faculty member until their second or third year of college. An inquiry into the implementation of training programs for graduate students at Columbia and other institutions revealed a great paucity of this critical component of advanced curricula.

At Columbia, for example, only a handful of departments have full-scale development programs; most departments assign a graduate student to a class and hope for the best. Even in the programs that do exist one finds variability. Chemistry has an intense two-week seminar before the semester. Another department's program involves a few workshops during the academic year. Without a central body on campus to coordinate such efforts, departments have put together makeshift programs (if at all) which often do not fully utilize campus resources.

Recognizing the need to explore ways to implement and improve development programs for both graduate students and faculty, the Columbia University Senate Education Committee established the Task Force on Teaching, charging it with investigation of these matters and formulation of recommendation for action. Our report is attached.

Recommendations for the Reauthorization

Based on the research and findings of our Task Force, I would like to make the following recommendations for the reauthorization:

1. Expand Title V to include specific legislation regarding training and development of graduate students and college faculty. This would probably best be accomplished not through grants to individuals, but through institutional grants for the implementation and improvement of training programs.

2. Establish partial fellowships for first-year foreign graduate students whose native tongue is not English. At many of our universities, foreign graduate students teach classes during the very period they are adjusting to the language and customs of American academe. This is especially the case in the sciences and mathematics. Allowing these students one year to acculturate to their new environment will allow them to be more effective communicators.

3. Expand Title V to establish a fund to support the establishment of faculty resource centers at colleges and universities. These grants should be made in the form of seed monies. While the Fund for Improvement of Postsecondary Education supports a handful of such centers, it is too limited in its cap of about eighty projects annually to make a significant impact in this area. A specific fund is need to spearhead the establishment of a national network of resource centers.

4. Establish a division of the Department of Education to act as a clearinghouse of faculty training and development. This move will allow faculty resource centers to share research and programmatic initiatives. Universities with similar structures (e.g., those that depend heavily on teaching assistants for "core" classes) could collaborate on new types of on-the-job training for graduate students and junior faculty.

5. Increase the authorization of appropriation of FIPSE. This innovative fund is sorely limited in its ability to fund the diverse and ground-breaking projects which it is charged to support. One particular area, the development of computer courseware, will need a great infusion of funds if the United States is to remain at the forefront of technological success.

Please feel free to contact the Task Force at 406 Low Library, Columbia University, NY, NY. 10027 or at (212) 854-2023 if we could be of any further assistance.

Report
# of the
University Senate Committee on Education
Task Force on Teaching

Draft

June 1991

University Senate Committee on Education
Task Force on Teaching

Faculty

Robert Belknap	Slavic Languages, Literature Humanities
Richard Betts	Political Science
Julia Cino	Biological Sciences
Joan Ferrante	English (liason to the task force)
Newcomb Greenleaf	Computer Science
Ronald Grele	Oral History
Robert Gross	Applied Physics
Gabriel Haddad	French (preceptor)
Todd Idson	Economics
Deborah Mowshowitz	Biological Sciences
Sandra Prior	Logic and Rhetoric
Mischa Schwartz*	Electrical Engineering
C.P. Sobelman	East Asian Languages and Cultures

Students

Daniel Balsam	History
Marc Goldman	Industrial Engineering
Jack Hidary*	Philosophy, Biological Sciences
Olga Litvak	German Studies
Jim Veneau	History

*co-chair

University Senate Committee on Education
Task Force on Teaching

On January 28th, 1991, the University Senate Committee on Education established the Task Force on Teaching to examine a number of critical areas regarding instruction at Columbia. The task force focused its attention on the following two issues:

1. The need to train graduate students for positions as readers, teaching assistants, preceptors and lab coordinators.

2. The possibility of establishing a teaching resource center at Columbia to help faculty improve their teaching skills.

The task force found its work particularly timely in light of the introduction of student evaluation forms in all Arts and Science and Engineering departments. With this step, the University has sent a clear message to teachers and students: good teaching counts. Even the best of teachers can improve in certain areas. Evaluation alone, however, is not sufficient. Without the resources for improvement, the teacher is left stranded. We feel it is critical to provide our teaching assistants and faculty with the necessary means to achieve teaching excellence.

The task force found that while some training exists for student teaching assistants in certain departments, by no means was this training of uniform comprehensiveness. We also learned that no central support existed for faculty development, nor was there any central body on campus which addressed the need for teaching improvement and professional evaluation.

Teaching Assistants

At Columbia we rely heavily on the services of graduate students serving as teaching assistants to carry the instructional load. Many departments also depend on the assistantships to fund their graduate students. We are thus committed to a large number of teaching assistants who have direct contact with students in both undergraduate and graduate classes. The core classes in particular -- Logic and Rhetoric, Contemporary Civilization and Literature Humanities -- have come to rest increasingly on the shoulders of graduate students.

The task force sent a questionnaire to all departments in the Arts and Sciences and Engineering in order to assess the current state of teaching-assistant training as well as to inquire about other significant aspects of pedagogy (Appendix A1). The results of the survey reveal that only a handful of departments have full-scale training programs (Appendix A2). Almost half have no significant program whatsoever and about six departments have some training, but far less than should be expected. We concluded that every department which utilizes the services of readers, t.a.'s or lab coordinators should develop a training program or further enhance existing programs (Recommendation 2).

In order to help departments develop such training programs, the task force undertook a research effort to collect the most useful material and studies regarding training programs. This information will be disseminated to the departments and deans.

Faculty Resource Center

The task force concentrated much effort in determining the necessity and usefulness of a teaching resource center at Columbia. Such centers exist across the nation at such institutions as Harvard, Stanford, Brown and the University of Washington. These centers provide important services to faculty and assistants to help them improve their teaching abilities. The centers differ in their orientation and focus. Harvard's, for example, mainly serves the teaching fellow population. The Danforth Center on Education, as it is called, runs workshops and seminars throughout the year in addition to providing videotaping and other services (Appendix B).

The task force invited Dr. Sue Lonoff of the Danforth Center to speak with the committee about the usefulness of a teaching center. As a result of this conversation, in addition to further research and feedback from two letters to the Columbia community (Appendix C1-2), the task force came to the conclusion that Columbia should establish a small faculty resource center. The committee feels strongly, however, that the main burden for developing and maintaining training programs should fall upon the individual departments. We view the center as a facilitator, not a replacement, for departmental efforts to train their graduate students: The center will serve as catalyzing force, effecting change throughout the Arts and Sciences, Engineering and the wider University.

The task force also considered a number of related issues in addition to t.a. training and the resource center:

3. The use of audiovisual technology in and outside the classroom.

4. The relationship between the Library's reference staff and faculty in coordinating high level research instruction.

5. The possibility of inducing more collaborative learning of the kind practiced in the School of International Affairs and the Business School.

The task force will continue to meet in the fall in order to follow-up on its recommendations and to explore in greater detail certain areas, such as the role of writing in the curriculum, which it did not have time to deal with fully this past spring. We welcome your input and comment on this report and on teaching in general. Please forward any comments you may have to Tom Mathewson at 406 Low Library ((212) 854-2023; electronic mail -- 'senate@cunixf').

Task Force Recommendations

We respectfully recommend:

1. The establishment of a faculty resource center.

In our investigations of teaching improvement at other universities we found that a faculty resource center can act as a driving force in the pursuit of teaching excellence. We recommend starting small: one consultant and two work-study students at most. This consultant would direct the center's activities in the following areas:

Workshops and Lectures

The center would sponsor workshops and lectures focusing on various aspects of teaching. Such sessions would facilitate the sharing of information about good teaching. Faculty and t.a.'s from different departments can come together and enhance each other's abilities.

Video Service

The consultant would serve as a contact person for faculty who would like to videotape their teaching. Currently, the only way to have a class taped is to pay unreasonable amounts of money to Audiovisual Services. Awareness of the service is minimal and the current setup is not conducive to learning from the process of taping. With a consultant on hand, the faculty person could review the tape with professional feedback. Additionally, the center could help offset some of the cost of videotaping.

Teaching Assistant Training Programs

The consultant would aid departments in developing training programs for t.a.'s. Currently, only a handful of departments have full-scale training programs. Having a professional on hand would galvanize the process of improving teaching at this critical level.

Class Observation

At a professor's request, the consultant would sit in on his or her class and review the session in a confidential talk afterwards. Again, this gives faculty direct feedback from a professional.

While faculty resource centers at other universities offer additional services, we feel that certain needs are already addressed by other programs on campus (e.g., the American Language Program, which serves the needs of foreign teaching assistants). The services mentioned above represent the most significant services which the center can provide (cf. Danforth Center services, Appendix B). We again wish to emphasize that the departments must continue to blaze their own paths in the development of effective training and support programs tailored for their faculty and students. The center should act as a catalyst and resource-provider, not a substitute, for departmental efforts.

Projected Budget for Faculty Resource Center

One full-time director	
salary	$45,000
benefits	12,600
Work study student(s) 20hrs/wk for 10 months @ $7/hr (30%)	5,600
Programming expenses	5,000
Operating costs	2,000
Total	$70,200

The task force chair (J.H.) met with the following individuals in order to assess the possibilities of gaining government support for the programs recommended above:

Michael Timpane
President, Teacher's College

Barry White
Director
Department of Education, Office of Management of Budget

Thomas Carroll
Deputy Director, Fund for the Improvement of Postsecondary Education, United States Department of Education (FIPSE)

These discussions led the committee to conclude that there was a reasonable possibility of gaining some government and/or private funding for the Teaching Center and for t.a. training programs. The deadline for a FIPSE grant is October 16, 1991.

2. The establishment and improvement of teaching assistant training programs in all departments which use students to aid faculty.

We feel that each and every department, no matter how small or large, that makes use of the services of graduate and/or undergraduates for any type of instructional position has the primary responsibility to train them--to give them the knowledge and skill necessary for communicating information, not merely to certify that they have the necessary knowledge themselves. With non-English speaking teaching assistants every effort must be made not only to provide the t.a. with the appropriate level of english training, but, more importantly, to insure that the t.a. is aware of the pedagogical traditions of American universities. Even foreign t.a.'s with a strong command of English are often flustered by the particular expectations and learning styles of their students.

We have found the following techniques to be successful in a number of departments:

a. Pre-semester workshops: The department holds a one to two-week intensive orientation in which the prospective teaching assistants review the material for the course and participate in a number of different seminars which hone their communication abilities.

In Chemistry, for example, all graduate students are required to attend a two-week workshop prior to the start of fall classes where they complete every assignment and lab which they will be supervising and practice teaching in front of one other and other experienced t.a.'s. The program is supervised by departmental faculty and the senior teaching assistants.

b. Weekly or twice-monthly meetings between faculty and teaching assistant(s): regular communication insures that the t.a.'s have a clear sense of the direction of the class and so that they can report to the professor particular problems encountered in the help/discussion sections.

c. Ongoing workshops with all departmental teaching assistants: such workshops bring the experience of actual classroom together with the knowledge gained during the pre-semester training program. It allows t.a.'s to share problems and solutions with one another, mutually enhancing their teaching abilities.

d. Videotaping t.a.'s during informal, practice-teaching sessions: this is especially recommended for graduate students who handle part of the instructional load of the class (e.g., in the languages and the core). While videotaping will become easier (and hopefully less expensive to the end-user) with the establishment of a faculty resource center, departments can now arrange for Audiovisual to tape their t.a's at a base rate of $50 per hour.

3. The postponement of non-English speaking teaching assistant appointments to the second or third year of studies.

In a number of departments, because of the pressure to fund graduate students through t.a. fellowships, non-English speakers begin to teach in their first year at Columbia. Finding alternate resources to fund such students for at least one year would allow them to acculturate and to take as many as two or three American Language Program course sequences. Forcing such students to teach in their first year unduly traumatizes both the graduate student and the class.

4. The development of a teaching assistant manual in appropriate departments and programs.

Our investigation into the training of t.a.'s at other universities reveals wide use of teaching assistant manuals to help orient the inexperienced graduate student (see Appendix D for sample table of contents). Each department which has more than three t.a's per year should develop a concise introduction to teaching, perhaps adapting the material the task force has collected to the department's specific needs. The departments should distribute these manuals well in advance of the graduate student's teaching period.

5. Communication to faculty regarding library reference resources.

We recommend that the Vice President of Arts and Sciences as well as the Dean of SEAS should encourage their respective faculties to make use of the resources of the Library's reference staff. The staff is eager to help faculty and students make the best use of Columbia's ample library holdings. Specifically, the reference staff are ready to meet with classes with a presentation tailored to the needs of the students and tied to actual work that the students must complete for the class. While students get limited exposure to basic research techniques in the Logic and Rhetoric program, there is no formal mechanism for students to bring their research techniques up to speed as they advance in their coursework.

6. Enhanced use of audiovisual technology in and outside of the class.

We recommend that the University devote a modest sum toward making audiovisual techniques easily available and appropriate to students needs. For example, the Academic Information Services computer labs in Engineering and Mudd cannot accommodate such applications as hypercard Arabic and Hebrew programs, because the terminals must be disconnected from the network in order to operate such specialized software. We recommend that either Acis find the means to provide for these application in the existing labs, or that the University develop a separate facility to handle such state-of-the-art needs.

We further recommend that the University encourage its faculty and graduate students to develop courseware as a part of their instructional role. The University would only need to provide a minimum of technical and legal advice as established courseware exchanges already exist for the marketing of such material (e.g., Kinko's courseware exchange). The University would directly benefit in terms of improved pedagogy as well as the possibility of the sharing of royalties (in certain legal arrangements). Its faculty and graduate assistants would, of course, also gain both financial and pedagogical rewards from their efforts.

7. Encouragement of group learning.

The task force found that while collaborative learning flourished in certain schools, such as the School of International Affairs and the Business school, in general students learn in an atomistic environment. Peer-to-peer interaction is limited to seminars and lab courses. Even then the bulk of work is done individually. Collaborative learning has been shown to improve comprehension (Appendix E).

We therefore recommend that the Vice President for Arts and Sciences and the Dean of the School of Engineering and Applied Science along with the Committees on Instruction of the respective schools they administer and the curriculum committees of the twenty eight departments investigate the possible usefulness of strategies for group learning strategies where appropriate.

Appendix A1: Letter to Chairs

COLUMBIA UNIVERSITY
IN THE CITY OF NEW YORK

The University Senate

February 26, 1991

Dear Department Chair:

As you may know, the Committee on Education of the University Senate has established a Task Force on Teaching. The Task Force will be exploring, among other items, the implementation of teaching assistant training programs as well as the development of a teaching resource center. It would help us in our work if you could supply the following information concerning your department:

1. Does your department have a formal program for the training of graduate students who serve as t.a.'s, readers, preceptors, lab coordinators or in any other instructional capacity? If any such program does exist in your department, please provide relevant details (e.g. structure and organization of training, English language proficiency component, if any, etc.).

2. What criteria does your department use to assign t.a.'s and/or readers to a course? Is class size the only determinant? If so, what is the ratio of t.a.'s to class size?

3. Does your department have a formal peer review of teaching? If so, please delineate the essentials of the program (peer observation, etc.).

4. Does your department have a procedure for student evaluations of teachers? If so, please append a copy of the evaluation form and note what role it plays in tenure review.

5. Do any courses in your department make use of audio-visual technology? If so, please specify (slides, computer classroom, etc.).

6. Do any courses offered by your department have a writing component? If so, which ones?

I would greatly appreciate a response no later than March 5, 1991. Feel free to contact me at 854-2023, or by e-mail at joh2@cunixb if you should have any questions about this request. Please send your response to 406 Low Library or by e-mail to senate@cunixf.

Sincerely,

Jack Hidary
University Senator
Coordinator, Task Force on Teaching

406 LOW LIBRARY, NEW YORK, NEW YORK 10027

Appendix A2: Survey Results

Senate Task Force on Teaching: Survey Results

DEPARTMENTS	TA TRAINING PROGRAM	TA'S: HOW CHOSEN	FORMAL PEER REVIEW	STUDENT EVALUATION?	AUDIO/ VISUAL	COURSES W/WRITING COMPONENTS
ANTHROPOLOGY	NO	RD/STU: 1:50 TA/STU: 1:70	NO	NO	YES	SEMINAR ESPECIALLY
APPLIED PHYSICS	NO	5 TA'S, 1:40-50	NO	YES - NEW	NO	NO
ASTRONOMY	YES	1-TA: 12-18 STUDENT IN LABS	YES	YES, 1 GRADE PER 25	YES	UNDERGRAD: NO
BIOLOGY	WORKSHOPS MONITOR HUGHES GRANT	>60	FEED BACK UNDER GRAD CURRICULUM COMMITTEE	YES	YES	YES
CHEMISTRY	YES	OVERLAP & LAB SAFETY	NO	YES	YES	NO
CLASSICS	YES	STUDENT ABILITY & CLASS SIZE	ONLY TA & PRECEPTORS, NEXT YEAR FULL TIME FACULTY	GRADUATE SEMINAR EVALUATION SOON ALL COURSES	A FEW COURSES	ALL ADVANCE COURSE

Senate Task Force on Teaching: Survey Results

DEPARTMENTS	TEACHER PROGRAM	TA'S: HOW CHOSEN	FORMAL PEER REVIEW	STUDENT EVALUATION?	AUDIO/ VISUAL	COURSES W/WRITING COMPONENTS
ECONOMICS	YES	STUDENT INTEREST, TEACHING ABILITY CLASS SIZE 1:30-40	NO	GRADS: YES, UNDERGRADS: NO	NO, ONLY ECONOMETRICS	ALL SEMINARS, SURVEY IN PROGRESS FOR OTHERS
ELECTRICAL ENGINEERING	NO	CLASS SIZE, 1-TA : 20-40 STUDENT	NO	YES	YES	ALL LABS
ENGLISH	YES FOR COMP TA'S	50 STUDENTS PER READER	NO	NO	SOME	YES
FRENCH & ROMANCE	LANG. INST. YES	- -	NO	NO	LANG. LAB; IN CLASS: NO	YES
GEOLOGICAL	FOREIGN SPEAKING STUDENTS ONLY	RATIOS VARY	NO	YES	YES	YES
GERMANIC LANGUAGES	YES	PROFICIENCY & EXPERIENCE IN GERMAN	NO	NO	ALL LANGUAGES SOME LITERATURE	ALL COURSES
H. KRUMB SCHOOL OF MINES	YES	PROFICIENCY & MASTER OF ENG.	NO	NO	YES	MANY

Senate Task Force on Teaching: Survey Results

DEPARTMENTS	TEACHER PROGRAM	TA'S: HOW CHOSEN	FORMAL PEER REVIEW	STUDENT EVALUATION?	AUDIO/ VISUAL	COURSES W/WRITING COMPONENTS
IEOR	NO	CLASS SIZE, TA ABILITY	NO	YES	YES	YES
ITALIAN	NO	STUDENT ABILITY	YES	NO, USED COURSE GUIDE FORMALLY	YES, OPTIONAL	YES
MATHEMATICS	YES	SZ:25.5 STUDENT PER TA GRADUATE	NO	NO, EXCEPT FOR PRECEPTOR	1 OR 2 COURSES A YEAR	NO PAPERS ONLY WRITING EXAMS
MELAC	YES	LANG.= TA, SECT DISCUSS	NO	NO	NO	YES
MUSIC	YES	INTERVIEWS & EARLY EVALUATION	NO	YES, A&S FORM	YES	YES
PHILOSOPHY	NO, EXCEPT 65 ELEM LOGIC	>50: TA TEACH A&B COURSES	NO	NO	COMPUTERS SOME LOGIC COURSES	YES, AND 1 WRITING WORKSHOP
POLITICAL SCIENCE	NO	MAIN: CLASS SIZE TA INTERVIEW	NO	NO	YES	YES

Senate Task Force on Teaching: Survey Results

DEPARTMENTS	TEACHER PROGRAM	TA'S: HOW CHOSEN	FORMAL PEER REVIEW	STUDENT EVALUATION?	AUDIO/ VISUAL	COURSES W/WRITING COMPONENTS
SPANISH & PORTUGUESE	YES	TA'S TO CLASS SIZE 14-1	NO	NO	YES	ALL LIT, MOST LANGUAGES

Appendix B

DANFORTH SERVICES

The Danforth Center for Teaching and Learning offers a range of services that may be of help or interest to your Department:

- The Fall and Winter Teaching Orientations. Held in September and February, these feature a broad variety of lectures, discussions, and workshops on teaching. Orientations are intended both to initiate new teachers into the craft and to refine the skills of more experienced teachers.
- Videotaped classes and Danforth consultations. Teaching Fellows may have their classes taped. A Danforth Associate views and discusses the tape with the Teaching Fellow in a two-hour consultation.
- Classroom observation. A representative from the Danforth Center can visit a class or tutorial and afterwards discuss informally with the instructor his or her observations and suggestions.
- Course consultations. Danforth Associates consult with course heads and Teaching Fellows throughout the semester, providing assistance as needed. Often an initial meeting, held early in the semester, employs an existing videotape from the Danforth files to promote reflection on teaching techniques.
- Apprenticeship program. In selected departments, the Danforth Center has arranged for experienced Teaching Fellows to assume responsibility for beginning teachers, who are invited to observe their sections and who may profit from the advice of concerned colleagues. Other models for department based training are also available.
- "Teaching in English" (T.I.E.) Program. The Danforth Center offers a program each semester in language and classroom skills for non-native speakers of English.
- Writing services. For Teaching Fellows who want to respond effectively to student writing, the Danforth Center offers seminars tailored to a course or department, individual consultations, and participation in the Graduate Writing Fellows (an interdisciplinary program).
- Practice teaching sessions ("Microteaching"). Teaching Fellows or faculty lead a brief (5-10 minute) discussion which is videotaped; the group then views and evaluates the tape.
- Workshops. Small groups of instructors meet to discuss and hone their skills in a specific area. In the fall semester of 1988, workshops included sessions on responding to student papers, grading examinations, and writing letters of recommendation.
- Evaluations. The Danforth Center can suggest a variety of evaluations from which an instructor wishing to assess a course at any point in the semester may choose.
- Teaching Exchange. The Danforth Teaching Exchange (TX) is an electronic bulletin board service to provide Teaching Fellows and faculty in FAS an opportunity to share views and seek advice on Teaching. It is available 24 hours a day to anyone who has a modem or networked terminal.

Appendix C1

COLUMBIA UNIVERSITY
IN THE CITY OF NEW YORK
The University Senate

March 26, 1991

Dear Student:

I would like to inform you of the establishment of the University Senate Task Force on Teaching. The task force is composed of fifteen faculty and five students. We will be examining the following areas:

A. The implementation of formal departmental programs to train graduate students for positions of teaching assistant, reader and preceptor:

> Currently, only a few of the Arts and Sciences and Engineering departments have such programs. We would like to examine these programs and share this information with other departments who might wish to set up a training mechanism. Such programs would benefit graduate students by easing their transition into the role of teacher and by providing documented training which will aid in their search for a university position upon completion of their degree.

B. The establishment of a teaching resource center:

> Many universities have such centers which provide instructional staff with such services as videotaping, consulting and pedagogical materials. Such a center would enhance the instructor's ability to assess his or her own abilities on a voluntary, confidential basis.

C. The use of audio-visual technology in the classroom – as teaching aid and as supplement to texts in the form of courseware.

D. Methods of encouraging group-oriented learning to complement the prevailing atomistic manner of class interaction.

If you have any comments which you would like to share with the task force on any of these topics please contact us as soon as possible. We would especially look forward to your comments about the implementation of teaching assistant training programs. Please forward your statements to 406 Low Library or by e-mail at senate@cunixf. If you have any questions please contact Tom Mathewson of the Senate Staff at 854-2023. Thank you for your concern.

Sincerely,

Jack Hidary
University Senator
Coordinator, Task Force on Teaching

406 LOW LIBRARY, NEW YORK, NEW YORK 10027

COLUMBIA UNIVERSITY
IN THE CITY OF NEW YORK
The University Senate

March 26, 1991

Dear Professor:

As you may know, the University Senate Committee on Education has established a Task Force on Teaching. The task force is composed of fifteen faculty and five students. We will be examining the following areas:

A. The implementation of formal departmental programs to train graduate students for positions of teaching assistant, reader and preceptor:

> Currently, only a few of the Arts and Sciences and Engineering departments have such programs. We will examine these programs and share this information with other departments who might wish to set up a training mechanism. Such programs would aid graduate students by easing their transition into the role of teacher and would benefit faculty by providing them with better-equipped assistants.

B. The establishment of a teaching resource center:

> Many universities have centers which provide instructional staff with such services as videotaping, consulting and pedagogical materials. Such a center would enhance the instructor's ability to assess his or her own abilities on a voluntary, confidential basis.

C. The use of audio-visual technology in the classroom – as teaching aid and as supplement to texts in the form of courseware.

D. Methods of encouraging group-oriented learning to complement the prevailing individualistic manner of class interaction.

If you have any comments which you would like to share with the task force on any of these topics please contact us as soon as possible. We would especially look forward to your comments about the implementation of teaching assistant training programs and the establishment of a faculty resource center. Please send your statements to 406 Low Library or by e-mail to senate@cunixf. If you have any questions please contact Tom Mathewson of the Senate staff at 854-2023. Thank you for your concern.

Sincerely,

Jack Hidary
University Senator
Coordinator, Task Force on Teaching

406 LOW LIBRARY, NEW YORK, NEW YORK 10027

Appendix D: Manual for T.A.'s

INTRODUCTION

This manual is a collection of advice, tips, and miscellaneous useful information for teaching assistants. Most of the information was contributed by members of the Columbia Biological Sciences Department. Some of it is from graduate students who served as teaching assistants and some of it is from professors who depended on teaching assistants to help with their courses. Most of this advice was obtained in response to the questions, "What would you tell a new TA?" and "What should a TA know?" The material has been organized by topic so you can look up advice on whatever subject concerns you. Some ideas are repeated in slightly different form under different topics and some cross references are included.

I want to thank all those who contributed ideas to this manual and I welcome additions, corrections and comments. You can call me at X44497 or leave a note in my box, 1104 Fairchild.

TOPICS

1. What does a teaching assistant do?
2. What works & what doesn't
3. How to avoid passivity
4. Preparation
5. Famous difficulties & misunderstandings
6. How to start class
7. Problem solving
8. Problems with numbers
9. Using the blackboard
10. Explaining

from the manual for t.a.'s in the Biological Sciences
by Dr. D. Mowshowitz

Appendix E: Group Learning
from: The Harvard Assessment Seminars: First Report 1990

7. A Promising Direction for Future Work: the value of small study groups to enhance students' learning.

Most students and faculty members agree that smaller classes are better than larger ones. Smaller classes offer more personal attention, more immediate feedback to students, and better opportunities for students to share actively in class discussion. At the same time, studies of student achievement over many years have not found that class size predicts actual learning very well.

Understanding the impact of class size and study group size challenged many participants in our Seminar. Harvard and other colleges spend enormous sums of money for one-on-one tutorials and small classes. And each professor teaching a large class can choose many different ways to divide the large class into smaller sections. So there is continuing enthusiasm about examining the impact on learning of different ways of dividing students into groups of various sizes. Some faculty put their chips on one-on-one tutorials. Others prefer small groups of about four to six. Still others prefer classes of about twenty. We all agreed it would be fruitful to search for differences in students' experiences with different group sizes. I want to report here on two pilot studies.

The message from these two studies is similar, and it is promising: dividing students into small groups of between four and six, as they work on substantive topics, has a clear payoff. The payoff comes in a modest way for student achievement, as measured by test scores. It comes in a far bigger way on measures of students' involvement in courses, their enthusiasm, and their pursuit of topics to a more advanced level. And students overwhelmingly report one additional benefit of small group work. They point out that the process of working in a group, in a supervised setting, teaches them crucial skills.

The Membership

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Handbook

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[illegible] 14

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